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ABSTRACT

This report reviews a conference for researchers, administrators, planners, and practitioners from countries with varying socioeconomic and cultural systems to exchange ideas and experiences about youth programs designed to ease the transition from formal schooling to the workplace. Part I contains an overview of the conference proceedings and a review of the nature of the contributions and types of conclusions. Main outcomes are synthesized, including the following: different meanings of the terms "youth" and "transition"; no consensus about the future direction of economic development and the implication for the structure of work; variety of strategies, approaches, programs, and practice; limiting conditions for comparisons; innovation and experimentation in the general education system; nonformal programs; new developments in work-based training for youth; a common experience across regions; less evidence of a common experience among the four categories of participants; and need for research. Part II contains two papers not presented: "Youth and Work" (Kok) and "The Transition of Young People from Education to Working and Adult Life" (Welbers). A report of the final plenary session by van den Bor is also provided. Part III consists of postconference written comments of four participants: "Youth Unemployment in Europe: Major Factors, Trends, and Strategies" (Daws); "A Report on the Conference" (Datta); "A Comment" (Bergmann); and "Some Propositions about the Transition from School to Working Life" (King). Appendixes include the participant list, conference program, and a list of papers presented. (YLB)

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YOUTH PROGRAMMES AND THE TRANSITION FROM SCHOOL TO WORK

Review of an International Conference held in Wageningen, The Netherlands 16 - 21 December 1985

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by
Wim Hoppers, CESO

The Hague, April 1986

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Dutch Association of Researchers on Education in Developing Countries (WGOO)
Centre for the Study of Education in Developing Countries (CESO)

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INTRODUCTION

This is a Review of an International Conference on "Youth Programmes Training and the Transition from School to Work", held at the International Agricultural Centre (IAC), Wageningen, The Netherlands, from 16-21 December 1985.

The Conference was organised by the Dutch Association of Researchers on Education in Developing Countries (WCOO) and the Centre for the Study of Education in Developing Countries (CESO), The Hague, in collaboration with associations of researchers in education in Britain and West-Germany (the Education Study Group of the Development Studies Association and the Committee on Educational Research in Cooperation with Third World Countries of the German Educational Research Association respectively).

This review is primarily written for the participants of the conference as well as for the various organisations that have contributed financially or have otherwise taken a special interest in the meeting. It is the intention of the organisers to have a selection of the large numbers of papers published separately at a later stage.

The main part of this report contains an overview of the conference proceedings as well as a review of the nature of the contributions and types of conclusions. An attempt is made to synthesize the main outcomes as they took shape in the different sessions of the meeting. Together such outcomes provide a general picture of the current state of transition programmes.

The second part includes a few papers which have not been handed out at the meeting, together with a report of the final concluding session. In the third part other participants offer additional comments which have been written after the conference.

The Hague, April 1986.

Wim Hoppers
Secretary
Organising Committee

I REVIEW OF THE CONFERENCE

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1. Background

The Conference was a follow-up to the conference on "Conditions of Educational Research with and in Developing Countries", held in April 1984 at the Institute of Development Studies, Brighton, and organised by the British, West-German and Dutch research groups on education in developing countries. Reports of this meeting can be found in the IDS-Bulletin, vol. 15, no.4, Oct. 1984 and the International Journal of Educational Development, vol. 5 no. 3, 1985. This conference constituted a first occasion for researchers from the three countries engaged in this field to meet.

At that meeting a great interest was expressed in a work-shop like communication between researchers, policy-makers, planners and practitioners from different countries. The focus was to be on a specific theme as a way of bridging the gap between research and practice. A next occasion was also to bring together both producers and users of research data: those from the north involved in their own educational systems, those from the north working in Third World countries, and those from the south working in their own society. The idea was to contrast, compare and learn from the different and often separate domains of knowledge.

The topic 'Youth Programmes and the Transition from School to Work' was considered to be a very important one for a next meeting, partly because of the current high interest and widespread activity in this field, strengthened by the proclamation by the United Nations of 1985 as the International Youth Year, partly because of its potential of cross-fertilisation between north and south.
Specifically the following considerations were put forward:

" (a) The transition from school to work is a longstanding problem in most developing countries, where there is a great deal of practical experience with all kinds of programmes. On the other hand, this is increasingly a problem in industrialised countries, with their mounting youth unemployment.

(b) There are many core educational issues involved, related to equality, mobility, socio-economic development and values of educators. These are dealt with differently in different socio-economic, cultural and political contexts.

(c) There is an enormous variety of approaches to youth unemployment problems in various countries, resulting in many different types of programmes. Very little information exists about their value or effectiveness for the youth groups concerned, or for society at large. The scant information that exists is virtually unknown outside the small circle of people directly involved in a specific programme. Practitioners generally do not write about their experiences, while policy-makers tend to be more concerned about programme inputs than outputs. The conference could attempt to come to grips with this variety of approaches and to establish parameters for their assessment within different contexts.

(d) There is a longstanding tradition of descriptive research and theorising about projects and programmes related to the transition problem in Third World countries. On the other hand, many countries in the north have only recently been compelled to pay attention to this problem. The fact that there is very little cross-fertilisation between industrialised and developing countries in approaching the youth unemployment problem demonstrates less the incompatibility of experiences than the complete separation of their respective domains of knowledge. It is hoped that the conference can build some bridges in this regard." (cf. Conference Outline, July 1984).

2. Aims of the Conference

The principal aim of the meeting was to bring together a number of researchers, administrators, planners and practitioners from countries in north and south with varying socio-economic and cultural systems so as to exchange ideas and experiences about youth programmes designed to ease the transition from formal schooling to the workplace.

The interpretation of the theme was kept rather wide, so that any programme, whether formal or non-formal, that attempted to improve the relevance of education for work, or provide a meaningful complementary experience for schoolleavers or dropouts in order to assist youth towards different kinds of work, could be included. There was a preference to focus in particular on non-formal, complementary youth programmes, of which there is a great variety and in which many valuable innovations have taken place: to increase their effectiveness for work, their scope, and/or improve their response to the needs of out-of-school and un(der)employed youth.

Specific aims for the meeting were:

- to provide more detailed information concerning relevant youth programmes;

- to explore the range of approaches in providing educational 'solutions' to the current problems of youth in their transition to work and adult life and work towards an assessment of their relative merits in different socio-economic and cultural contexts;
- to build bridges between practitioners, and between them, administrators and researchers;
- to promote an equal exchange of experiences and learning between north and south, and between different regions in the south;
- to encourage further research on such programmes.

Overviewing the field, it was suggested that particularly the following issues merited attention by the participants:

(a) The value of this kind of youth programmes with regard to:
   1) occupational and social mobility (including their selectivity; what kind of youth participates, with what kind of prospects ?);
   2) differential effects on labour market behaviour of participants and non-participants;
   3) prospects for different kinds of work, including level of employment, sector of employment, type of employment (self-employment, casual wage employment, secure wage employment) and location of employment (rural or urban).

(b) Degree to which programmes are complementary or alternative to formal vocational training (dual track, second chance, etc.), or their general relation to the formal school system.

(c) The value of training as such in relation to specific job requirements (the issue of the location of the training: institution-based versus employment or plant-based).

(d) The problem of the balance between specialised training and more general educational objectives (including political socialisation).

(e) The role of production in the programmes: token versus commercial production. Motivation for incorporating production into the programme: pedagogical goals or economic goals (subsidy versus cost-recovery).

(f) Perceptions of out-of-school youth about the relative value of non-formal training programmes, their motives for participating and their expectations with regard to ultimate benefits.

(g) The relevance of pre-vocational orientation in formal schools to the entry or performance in youth training programmes (role of occupational guidance, value of vocationally-oriented formal education).

(h) The politics of non-formal education: government interest in this type of programmes (e.g. development versus promoting the existing political order; prevention of unrest under unemployed youth).

(i) Management and administration and support structure as well as internal administrative arrangements (role of different ministries, employers, educators, etc.).

3. Participation

Originally it was hoped that, in spite of the wide variety of desirable participants, the meeting could be kept fairly small (about 50) so as to ensure a workshop-type character and a maximum of interaction. Participation was to be by invitation only. In the event the total number of participants came to 67, including 56 full participants and 11 others who only came for a day or so. In all, 17 participants were women. A list of all participants is included as Appendix I.

The breakdown of the participants by region of residence was as follows:

. Latin America & Caribbean	5
. Africa	14
. Asia	11
. Europe	29
. North America	1
(Development agencies	7)
total	67

The total number of participants from the south came to 32, which includes two working for regional development organisations. Thus the north and the south were about equally represented. The development agencies concerned: UNESCO, ILO, Commonwealth Secretariat, IFAPLAN (EEC sponsored agency in Europe), CINTERFOR (Montevideo, Latin America), Commonwealth Youth Programme - Africa Centre (Lusaka), and the German Agency for Technical Cooperation (GTZ).

While the general balance between participants of north and south had been planned, the actual geographical composition depended very much on the contacts that were made with organisations and individuals in many parts of the world as well as the further correspondence concerning contributions. As it happened, much use could be made of the extensive CESO network, together with indirect contacts and advertisements in certain newsletters.

Participation further depended on sponsorship. The organisers were very fortunate to find several major organisations keen on providing support

to enable Third World representatives to attend the meeting. The main sponsors have been the European Economic Community (EEC), UNESCO, the Dutch Ministries of Education & Sciences, Development Cooperation, and Welfare, Health & Culture, NOVIB (a Dutch co-financing development agency) and IDPAD (an Indo-Dutch research cooperation programme). Furthermore the ILO sponsored a representative from CINTERFOR. CESO contributed substantially in the form of secretarial support, while the Universities of Amsterdam and Wageningen enabled a member of staff to participate in the Steering Committee.
Although most funding organisations put limitations as to the origin of the participants, a fair spread could still be achieved.

In terms of professional status and work-situation there was a variety of participants. The nature of involvement in youth programmes was as follows:

(1) administrators/planners/fieldofficers	8
(2) practitioners	14
(3) researchers/consultants	38
(4) agency officials	7
total	67

While it had been possible to secure participation of a good number of practitioners and administrators, etc., the researchers still remained the largest category. This was anticipated and, indeed, the dialogue between researchers and other parties involved with youth was an essential feature of the conference.

4. Programme

An outline of the final programme is enclosed as Appendix II. Since the meeting was intended to have the character of a workshop with active contribution by everyone, participants were asked to bring a paper and/or visual material. As a result there were quite a number of papers and the programme was fairly full.

It was attempted to arrange the presentations and discussions in such way that each person had the opportunity to make his/her contribution while at the same time there would be ample room for interaction. To ensure the

former, parellel sessions were held with different topics, while the latter was to benefit from group sessions of different composition. The many case-studies were presented in three sets of sessions, each with a different criterion for grouping presentations: by type of programme, by region, and by target-group.

The programme evolved through a number of sessions, whereby the focus moved from the macro-level to the micro-level, followed by cross-programme and cross-regional comparisons and ending up with methods and role of research. The main units were as follows:

(1) Some keynote speeches on general issues in trends in different regions.

(2) Macro-policies: with examples of government policies and range of programmes/strategies designed to assist youth towards work; presentations by administrators, researchers and practitioners.

(3) Case-studies I: presentations by practitioners and researchers on nature, issues, problems and value of different types of programmes.
Sessions devoted to programmes according to nature of institution:

a) non-formal, work-based programmes often for self-employment;
b) non-formal school-based programmes for general work preparation;
c) work-related innovations in formal general education.

(4) Case-studies II: idem, with sessions devoted to programmes within the same region: South-Asia, Africa. One session on Papua-New Guinea and Zimbabwe.

(5) Case-studies III: idem, with sessions devoted to programmes with similar target-groups: women, school leavers interested in broad work orientation, children of migrant workers.

(6) Programmes in Perspective: critical assessments of programme approaches and issues in comparative perspective. Some attempts at typologies.

(7) Research: focus on methodology of research and the utilisation of research in programme identification development and evaluation.

(8) Regional Summing up: grouping of participants in regions to review presentation and discussion, and arrive at conclusions (see summary elsewhere in this report).

During the conference this arrangement of units and sessions provided adequate room for each participant to make his/her contribution. As the presentations were kept short and sessions took a half day there was ample time for discussions. At the same time the many papers (53 in all - see next section) and the changing composition of groups had the consequence

that exchanges tended to be limited to the topics of the papers and that broader discussions could not be sustained, unless informally, beyond the sessions. Thus no systematic progress could be made towards exploring issues in depth and arriving at explicit and well-argued conclusions by the end of the week (see below). The choice for extensive contributions and variation in group composition was, however, considered to be justified in view of the uniqueness of the meeting itself and indeed the aims of exchange, exploration, building bridges were felt to be very much achieved. The latter was also greatly assisted by the group visits to different Dutch youth projects during one afternoon, as well as by the fact that all activities, including board and lodging took place in one and the same institution.

5. Contributions

Altogether the conference generated 53 papers, three contributions that were oral only, and eight visual presentations. Out of the 53 papers, 31 are case-studies of individual programs or projects, seven more are papers on national policies, seven deal with regional developments, while the remainder are general papers. A full list of papers is appended.

As could be expected the nature and focus of the papers vary widely, depending in particular on the professional status of the participants. The latter clearly influenced, if not determined, the perspective taken and the type of issues considered relevant. Interestingly, further correspondence with the authors did not substantially alter the focus of the contributions.

The administrators/planners were found to be rather pre-occupied with giving descriptions of an array of measures, strategies, projects that had been thought out to combat the youth problem and which are very much expected to contribute to their solution. In varying degrees new macro trends are identified and the importance of reform towards better work-orientation/preparation in education and training schemes is stressed.

Far less prominent is a discussion of planning issues: the inclusion of smaller programmes/projects in a broader planning strategy, linking

them to macro-economic policy measures to create or redistribute work, and a provision of an infrastructure improving access of disadvantaged youth to productive work opportunities. This was only touched upon in the broader introductory presentations (Kok, Welbers, Corvalan). Equally underexposed were issues of institutional coordination, the relative responsibilities of educational and work institutions, resource allocation to youth programmes, needs analysis, and monitoring and evaluation. Such issues were raised in the actual discussions as they formed obvious points of common concern for administrators, practitioners and researchers.

The practitioners presented a number of interesting case-studies. Many are relevant as they reflect changing views on the needs of youth and the role of education and training. In each type of programme examples of more recent innovations were presented, about which little was known outside a small group of those directly involved. In varying degrees these contributions included not only descriptions of the nature and organisation of the project/programme, but also a more personal account of its initiation and development together with the kinds of problems that were encountered. Alternatively, the emphasis was put on the socio-cultural interpretation underlying the project or a detailed account of the approach. This made some papers rather fascinating (for example Morgan, Montrichard, Joshi, Fungati). An important central theme in the papers is the attention to curriculum issues and programme components, especially the role of technical vs non-technical training, and that of production and work-experience.

It is clear that the pre-occupation among practitioners (perhaps necessarily so) is very much with the development and dynamics of their own project. It constitutes a carved out part of reality in which they are fully absorbed. Unfortunately practitioners rarely get the opportunity to look closely at the experiences of similar projects or at alternative approaches to the same problem elsewhere. Thus one will not find much distance from the project and a review of one's experiences in a wider context. Also, papers tend not to deal with the legitimacy of programmes in terms of youth needs or other social demand, the wider administrative or planning framework for youth development, nor with the

(actual or potential) contribution of research to project identification or development. Some of these points were, however, taken up in different sessions.

Not surprisingly, it were the researchers who raised the issue of the effectiveness of individual projects/programmes and their value in the wider socio-economic structure of society. They were also the ones who provided the comparative perspective. A positive development is that presently a good number of Third World researchers is in a position to carry out comparative research, at least at a regional level.

The conference showed that research on youth programmes, which is not part of a bigger undertaking sponsored by an international agency, is scarce and rather undeveloped. Much of the research is of an inventarisation kind: identifying types of programmes, relevant features, nature of internal or external constraints, general trends. Where available evidence of 'success' (or the lack of it) is reviewed (e.g. Jennings, Corvalan, Lillis, Hoppers). Such inventarisation has only occasionally led to tentative typologies based on significant variables (e.g.Singh). Where research concerns individual projets or programmes, the focus is on the monitoring of programme development or on providing feedback on the programmes' effectiveness, whereby the latter is mainly interpreted in terms of trainees finding work. Thus, basic, survey-type tracer studies in which ex-trainee responses are quantified are often found (e.g. Boakye, Fowler, Weeks).

Remarkably absent was any evidence of studies about the broader experiences of different types of youth and their needs/interests in programmes of various kinds. Programme-related studies lack a consideration of the longer-term relevance at the individual level (mobility, labour market behaviour, workperformance, social activities) or that of the community/society (socio-economic development). Nor was there much effort at conceptualising what the relevant short-term or longer term goals of different types of schemes can/should be. Furthermore, the whole political economy of youth development programmes and the actual policy-making process with respect to strategies and programmes does not appear to receive the attention it deserves. In this context there is no comparison of different approaches across different socio-economic and cultu-

ral situations, as a result of which programme imitation or replication remains a risky undertaking. Review papers of research concentrate on deficiencies and problems of methodologies and the fragmentation of research without an analysis of the structural context that produces such situation (Datta, Singhal).

More pertinent questions were raised by members of the fourth category of participants, the agency representatives. Although some tended to imitate the administrators by emphasising their programme of action, others went beyond this, attempting to analyse trends in international attention to youth programmes and the state of interaction between policy-making, research and programme development (Reiff, Ducci).

Finally, it should be pointed out that the overall focus of the conference was on programmes and projects more than on youth and transition needs. In other words by nature it was more 'supply-' than 'demand-oriented'. This occurred as a result of the choice of participants who were all directly or indirectly involved in the 'supply' of provisions. Even on the research side it appeared that there is still a great dearth in studies analysing the transition process of different kinds of youths in different socio-economic and cultural contexts, their perceptions concerning education, training and work, their felt needs arising from the current structural situation, and patterns of action undertaken. A consequence for the conference was, however, that the nature and key-aspects of 'youth' and the 'transition process' as such was not sufficiently brought out. Thus, compared to the original list of issues to be discussed at the conference, the meeting has left some important gaps.

On the other hand, the nature of the contributions represents quite well the current state of the pre-occupations and perspectives of different professional communities. It has highlighted the diverging focus of attention, the degree of interaction between those involved in youth development, and the positive (or less positive) developments in terms of programmes that have taken place in this situation. Different kinds of conclusions can, therefore, be drawn from the conference.

6. Conference outcomes

As was pointed out the organisation of the conference mitigated against arriving at systematic conclusions as regards a variety of issues. This was made even more difficult by an absence of papers or other contributions which attempted to move towards broader global overviews. Nevertheless regional summing up sessions did produce a number of conclusions as regards relevant issues, problems, and suggestions. These were presented during the final plenary session of the conference, the minutes of which appear in part II of this report.

Even though an overall assessment of results was not made during the meeting, in a review the conference committee identified a number of relevant outcomes (see for other views the short papers by Datta, Daws and King elsewhere in this report):

(1) Although youth and the process of transition as such were not the prime focus of the conference, it was clear from the contributions that the meaning of the terms differs widely from region to region and programme to programme. The target-group varies from secondary school pupils or leavers passing through a long period of adjustment to a situation of unemployment, to youth with little or no schooling contributing to household income from a very early age.

As a result there are also different interpretations of 'transition'. For a relatively small category of youth (especially in the north) transition is seen as the problem of moving from school into (formal sector) wage-employment. But it was also pointed out that "the majority of young people are neither in school, nor are they formally employed, while their prospects for future employment remain extremely limited" (Reiff).Thus for many youth we can interpret transition only very widely as moving "from being wholly non-productive to being significantly and autonomously engaged in gainful activity" (Daws in part III of this report). Also, quite a few youths are already working and learning at the same time: here the focus is less on transition than on 'integration'. The conference showed that the differentiation of youth in terms of gender, living conditions, residence as well as the variation in nature of transition would need much more systematic treatment.

(2) The conference confirmed that there is no consensus concerning the future direction of economic development and the implication for the structure of work. It is recognised that structural unemployment, exacerbated by changes in technology, is there to stay for some time to come and that youth will remain the major victims. Yet, in the north the focus remains squarely on wage-work in the formal sector, while the development of a 'second', 'grey' or 'informal' economy is regarded with much suspicion. On the other hand, in the south it has been accepted that, given the small size of the formal economy, a majority of people will have to fend for themselves in an urban or rural 'informal' sector. Thus while in the north the central concern of policy-makers, workers' organisations is on measures to redistribute work and improve access to available opportunities through information, training and work-experience schemes, in the south the development of an infra-structure designed to assist small entrepreneurial initiatives, both formal and informal, has come to receive great priority.

Nevertheless, advocates of alternative solutions in the north would do well to consider the large quantity of evidence concerning the actual nature, dynamics, and returns of 'second economy' activities in the south. In fact, it is clear that also in the south policy-makers, planners and practitioners have become more hopeful about the prospects and benefits of 'self-employment' than is justified by critical reviews of the evidence. In this regard researchers have a difficult task to develop action-research into the limits of such policies and the conditions under which more youth could get involved in self-managed productive activities.

(3) A great merit of the conference was to demonstrate the wide variety of strategies, approaches, programmes and projects designed to assist youth towards working life. It also showed that progress is much more evident at the 'micro' (programme/project) level than at the 'meso' (institutional framework) level. There is a wealth of new initiatives in north and south geared to improving the value of the educational/training experience of young people and link it closer to the world of work. Many case-studies testify to the resourcefulness, drive and

commitment of administrators, heads of institutions, teachers, curriculum developers, youth workers, in continuing to work out new ideas, experiments within the limits provided by economic constraints, bureaucratic control, and conventional attitudes to schooling and work.

A vital constraint in so many countries in north and south appears to be the weakness of the wider institutional framework. Schemes/innovations, directly or indirectly, concern a great variety of social institutions: formal education, non-formal centres coming under a range of different ministries, non-governmental agencies and community organisations, employers' organisations, service agencies, financial institutions, youth organisations etc. But the efforts tend to remain very fragmented, uncoordinated and be given a low administrative as well as political priority. A comprehensive youth development policy is often lacking, and youth tend not to receive much attention in a broader socio-economic development strategy, save when it comes to social evils, cultural deviancy and welfare needs. As a result schemes lack flexibility, an ability to respond to multiple needs, transfer possibilities and complementarity. Moreover, they continue to affect only small proportions of the eligible youth population.

(4) At the micro-level the comparability of individual schemes remains a very hazardous undertaking. At the conference, because of the great diversity of presentations, a lot of information and ideas were exchanged as regards specific features of projects, planning problems, different types of constraints. Fortunately the limiting conditions for comparisons were frequently analysed during the discussions. Some of the major criteria that were considered relevant are :

(a) The political and cultural environment in which new initiatives are taken and which influences feasibility, acceptability, multiplication, etc.

(b) Sponsorship and control: what actorgroup is the driving force and/or is dominant in decision-making ?

(c) The explicit or implicit fundamental orientation of a programme or project vis-à-vis the wider environment: a purely vocational one, catering for immediate needs of the labour market; a broader liberal orientation, focussing on a more comprehensive development of the person ensuring effective socialisation into society; or a socio-critical orientation: training in social awareness and working towards social change.

(d) The scope of schemes: large, nation-wide systems and small community-based projects have vastly different implications in terms of resources, management, methodology, effectiveness.

(e) The institutional context of work-related education or training: as part of general education, an institution-based training scheme, or work-based training.

(f) The historical context of innovation in education or training and in youth programmes in general, cf. for example the colonial legacy in many African countries.

Clearly, such criteria would only move some way to disentangle the structural factors that may have a bearing on a programme's outcomes. But there was agreement that their utilisation was essential to make cross-national or -cultural comparisons meaningful.

(5) Considering individual kinds of programmes, the conference clearly showed that the general education system still is a major object of innovation and experimentation. Pressures are particularly strong to increase the schools' relevance for work. At the same time there is ample evidence in the south and in the north that efforts among educationists are going beyond the (at least for developing countries) conventional aims of 'vocationalising' academic education. Rather than adding on some 'practical' subjects so as to offer vocational skills for those who might not make it into a wage-job, the focus is increasingly on a broadening of the educational experience as such. This is attempted by: an inclusion of relevant work- and life-skills right through the curriculum; a closer interaction between schools and the local environment by using the latter more explicitly as a learning resource; and by closer cooperation between schools and places of work. The aims concern less a more effective vocational preparation (for the labour market or self-employment) than the development of a broad range of life skills, competencies, insights, necessary as a general preparation for life. It is acknowledged that in a rapidly changing environment conventional access modes to adult and workpositions have become obsolete and youth need to be more resourceful in carving out a meaningful and productive niche for themselves. Thus 'practical' components, including work-experience, are foremost relevant for their capacity to stimulate initiative, self-reliance, adaptability, enterprise, cooperation as well as for understanding of work and processes of decision-making and production.

At the meeting a variety of attempts to develop such new curricula were discussed, particularly from Europe, Africa and Papua New Guinea. Concern was very much for the nature and integration of the curriculum, and ways of avoiding or solving the many practical and attitudinal constraints that have tended to beset similar projects in the past. There is a greater awareness of the limitations of such innovations and of the difficulties involved, and there is more modesty (at least on the side of the schools) as regards results in terms of work. These limitations deserve special attention as many such innovations are not system-wide, but introduced in certain educational provisions only.

(6) The conference also reviewed a number of non-formal programmes offered in different types of training institutions, run mostly by non-(central) government agencies in the north and south: church organisations, local councils, community organisations. Central government is frequently involved through coordination and subsidisation. Although some programmes are still of a fairly conventional type: providing vocational skills training only, there is evidence that frequently training centres have been able to escape pressure towards formalisation and an imitation of the rigid, narrow-focussed formal vocational training systems. In the north principal features of such centres appear to be their diversity in skill offerings for both male and female school leavers, and their flexibility in catering for different entry levels and training needs.

In the south the principal move is towards diversity in meeting different kinds of needs. Rather than providing technical skills training only, centres are looking for ways to develop non-technical e.g. business and management skills, to arrange for work-experience activities at the centre or elsewhere, and also to pay more attention to social and psychological needs of youth: in other words to provide an alternative and/or complementary education and training experience in what sometimes is called a 'life centre' (see Montrichard about Trinidad).

Unlike formal vocational training, which is a number of regions (Latin America, Africa) is in a crisis situation, non-formal provisions are expanding and are relatively successful in assisting towards work.

In this way they provide a valued transition experience for small numbers of youth who are out-of-school and still out-of-work. At the same time, the conference presentations also provided indirect evidence that such provisions generally function as second-track routes towards lower status work activities. By helping youth to cope with current conditions and obtain a minimally acceptable station in life, they prevent marginalisation of these youngsters and incorporate them effectively into adult society.

(7) A very positive feature of the conference has been the presentation of new developments in work-based training for youth. This collective name comprises a rather diverse set of programmes ranging from nation- (or state-) wide training and workexperience schemes (such as YTS in Britain and OCAP in Ontario,Canada) to minute,village-based, production units where training is one of the inputs provided by a service agency.

The conference showed that training in the work situation has attracted a lot of attention from policy-makers, local development agencies and international organisations alike, as it appears to be both a (cost-) effective way of offering specific work-related training and a way of ensuring that the skills will be used productively. Moreover it can reach larger numbers of youth. While different types of on-the-job training (e.g. apprenticeship) have a long uninterrupted tradition in many northern countries, in the south they frequently suffered from political disregard after a country reached independence (esp. Africa). At the same time most youth continued to acquire practical skills that way,whether on the farm, in a craft workshop or in a modern factory.

While in the north schemes have been developed, whereby all eligible schoolleavers get a chance to receive some training and experience on-the-job, in the south neither the places (in the formal sector) nor the subsidies are available to make this a reality. An interesting exception is the 'village level apprenticeship programme' in Sri Lanka, aiming at offering rural youth a similar experience in craft workshops (paper by Amarasinghe). Generally, in the south there is an emphasis on assistance to individual or group self-reliance in identifying communal needs and developing productive work opportunities for mutual benefit. This tends to be facilitated by non-governmental agencies

or persons committed to self-directed community development and utilisation of indigenous resources, whether or not motivated by age-old spiritual traditions (South-Asia, Latin-America). Governments tend to stay clear from such village-based schemes (except, for example, in the ASEAN countries - see paper by Siltragool) and the resource constraints as well as wider structural constraints are many. The schemes may have great value as they tend to depend on local resources rather than foreign agencies, are under community control and serve immediate needs. Yet, thus far there is insufficient evidence about the economic success of the groups and their ability to break down traditional power structures.

As pointed out under (2), alternative work arrangements in the north are still very much undervalued and there may well be less socio / cultural and bureaucratic room for their autonomous development. Yet some programmes have emerged to help unemployed school leavers identify opportunities for activities in the local environment which do not jeopardise their unemployment benefit nor form a 'threat' to the formal economy (paper by Klumper). In a way the approach is similar to that used by service agencies in the south to help people identify community needs and productive work opportunities.

(8) During the conference it was frequently noted that there appeared to be a common experience across regions in the development of 'transition' schemes. Practitioners appeared to have common problems whether they concerned the communication with state bureaucracies or the development of more production-related training. Researchers noted similarities in the dynamics of programmes, the latters' frequent antagonistic relations with the rest of society, and of course the ever present influence of donor agencies.

While the differences between regions, for example in terms of resources, concentration of effort, traditions of skill acquisition, were equally clear, the question still remains to what extent persons involved with youth can learn from experiences in very different parts of the world. It would seem that in general terms cross-regional fertilisation could be highly productive: particularly in terms of

strategies, approaches, methodologies; in terms of becoming sensitised to fundamental issues and questions that need to be raised when dealing with youth, their interest, needs and prospects. It is in this respect that the conference has been very fruitful.

Aspects that were considered to be of extra-regional importance were for example:

- the involvement of the private business sector in planning or executing training schemes (and bearing part of its costs) (North-Western Europe);
- the role of non-governmental non-profit agencies in community mobilisation and mediation for outside support to local self-reliance (South-Asia);
- A positive valuation of people's effort at self-reliance and setting up small productive undertakings outside formal administrative control (East-Africa, Asia);
- the integration of productive work into general education or training schemes for pedagogical as well as economic reasons (Southern Africa);
- the integration of relevant education, provision of work-related skills, opportunity for work-experience, a positive social environment for youth who are out-of-school and out-of-work (Caribbean);
- the appreciation of traditional craft skills and their (re)development for economic benefit, cultural revival and personally satisfying occupation (Africa, Asia);
- flexible training methods using a variety of (self)instructional materials, particularly for the benefit of training on-the-job (Europe, Latin-America).

This list is obviously not exhausive, but it indicates the kind of 'approaches' that participants felt they had 'learned'. Such exchange includes very much what northerners learned from the south and vice versa. As a result it can be concluded that communication between practitioners or policy-makers/planners can have great benefit for generating or strengthening developments which have a direct bearing on different categories of youth. Of even greater use would be a promotion of exchange visits by practitioners to other regions.

(9) There was less evidence at the conference of a common experience between the four categories of persons present: administrators/ planners, practitioners, researchers, agency officials. Their different perspectives and pre-occupations have already been noted before. The meeting demonstrated that the affinity among practitioners coming from different regions is greater than that between practitioners and (for example) researchers in their own region. Presumably this is related to their distinct pre-occupations. It is also true that each category of persons, wherever they happen to be working, has come to develop similar perspectives, to speak a similar 'language' as a result of exposure (direct or indirect) to common sources of development 'wisdom'. This is particularly relevant for the administrators/planners and researchers, who tend to be members of broader professional networks, often with linkages to selected European or North-American universities. As was shown, among practitioners there is very little networking, but in their case harmonisation is promoted indirectly as they (to the extent they work in the non-communist world) tend to operate within similar structural conditions and are typically on the receiving end of the same international development agencies.

Conference participants acknowledged the difficulties of establishing and maintaining effective cooperation between the different categories of persons within their own countries. The extent to which they find ways of working together varies: for example in Latin-America and South-Asia there are many instances of researchers and practitioners being jointly involved in programme development. In some cases they are one and the same persons. At the meeting there was a consensus that, while cross-regional fertilisation was important, first priority should be given to build more bridges between different categories in one's own region and exchange experiences. It is at this level, where structural similarities are so much greater, that more communication can yield its most immediate results.

(10) Finally a summary can be given of some conclusions about research. They originate from different sessions. It became clear that very little research was being conducted into issues pertaining to youth development.

Very few programmes enjoy research support in identification and development. To the extent they are ever evaluated, this tends to be done by foreign agencies who supply the funds and who, understandably, have their own priority of questions.

Greatest interest is in kinds of action-research, closely related to the needs and interests of youth groups/organisations and to the efforts of local development agencies working with them. In addition there is a great need for programme evaluation and case-studies about the effectiveness of different approaches.

Research areas to be developed include:

- the socio-economic situation of different categories of youth, the nature of their 'transition' process and needs/interests in terms of (continuing) education, training and work;
- problems of 'transition', different types of activities undertaken by youth and the actual relevance of existing programmes (in particular for the most disadvantaged youth);
- macro-effects of economic developments and technological change on the structure of work and needs for training;
- conditions under which alternative work opportunities can be viable, acceptable and be made available to youth;
- variables of programme size, organisation, management, curriculum, approach, activity components, social relationships, etc. and their effect on learning outcomes; the actual process of learning and working under different arrangements;
- individual and social returns on different programmes, both in short-term and in longer term;
- the pedagogical, economic and social value of alternative but unequal 'transition' options; possibilities for transfers and complementarity;
- a review of the 'Foster thesis' concerning the value of vocationalised education in the light of current historical developments in education and society;
- the economic, social and cultural context of community-based training and work-creating projects;
- methods for teacher/instructor training;
- alternative sources of subsidisation and their impact on programme development; possibilities for cost-recovery.

II INTRODUCTORY PAPERS AND SUMMARIES

YOUTH AND WORK

by W. Kok, The Netherlands.

This is a slightly revised and edited version of the speech of Mr. Wim Kok, former president of the Dutch Federation of Trade Unions and candidate MP for the Dutch Labour Party.

Mr. Chairman, ladies and gentlemen, I want to thank you very much for the invitation to be present here, during this opening session, to make a few introductory remarks. First of all, I have to apologize. I am not an expert in this field in the academic sense of the word. At the very last moment, I glanced into the interesting conference map with all the documents. I wasn't able to read them all, but I would be very interested to take note of the results and conclusions of this conference, especially as far as concrete policy proposals are concerned, because as it was said earlier this morning, research is one thing, and a very important thing at that, but the implementation in terms of policies and policy proposals is indeed very important too. The second reason why I want to apologize is that, although I have some background in the international trade union movement - both in the international confederation of free trade unions and on the European level-, my main experience is based on my work and my activities in my own country, in The Netherlands. So, I will not be able to give you a real global trade union view or the view of a global trade union representative.

Mass unemployment, in contradistinction to the experiences of many developing countries, mass unemployment in our parts of the world and in this part of Europe, mass unemployment in general and youth unemployment in particular is a rather new phenomenon, at least since World War II. In Western Europe we have had a very long period of full employment and even of a shortage of labour. In the sixties and in the first years of the seventies millions of people from South European and North African countries have been invited or, because of the poverty in their own countries, have been more or less forced to move to the northwest of Europe, to Germany, Belgium, France and also Holland. After this period of full employment and even labour shortage, the economic and social problems of the mid-seventies have had an enormous impact on society and on the daily existence of European citizens. Especially the slow-down and stagnation of economic growth and the rise of unemployment have created many social problems. Mass unemployment, in the first place, carries the risk

of a social crisis in which many people - young people for example - are coming to re-assess their vision on work and on society and possibly also a split in society between people with and without a paid job, especially a split between people with a job and those who are structurally unemployed. I think unemployment is a problem first of all of a lack of availability of jobs, secondly of a lack of education, training and experience and in the third place sometimes a lack of motivation. Therefore, national and international policies and strategies should tackle these three problems in a systematic and coherent way. I would like to give some comments on each of these three elements and I would like to try to combine them, because they are inseparable.

First of all the availability of jobs. In Holland about three quarters of a million men and women are unemployed, that is to say are registered as being unemployed. This is about 15 per cent of the working population. We all know that in the next years there will be a considerable net supply on the labour market, especially of women and youth, because the participation rate of women on the labour market is still relatively low in Holland, - lower in fact than in almost every other West-European country -, and secondly because of the number of schoolleavers that will enter the labour market. This last point also is specific to Holland, because in almost all other West-European countries we see an annual decrease of the number of schoolleavers entering the labour market while in Holland the net supply will be about 1½ per cent. This is a demographic reason why unemployment and especially youth unemployment will be and remain a considerable problem in the near future, at least in the next five to ten years, if we do not adopt policies to tackle this problem. The third element influencing the unemployment level is a consequence of new technologies and in this context I am only referring to the quantitative consequences of new technologies. The Central Planning Office of The Netherlands has calculated that even a rate of 3 per cent economic growth per year - which would indeed be rather high compared to the experiences of the last 5 to 10 years - would lead to an unemployment level in the year 2000 of 11 per cent, so, the present 15 per cent would only be slightly decreased even in the case of a 3 per cent growth per year. Of course, I am not an expert on every West-European country, but in general terms I think most of the tendencies in Western-Europe are similar to what I have just been saying about the Netherlands. The only main difference could be the percentage of schoolleavers entering the labour market.

The solution of this problem of the unavailability of jobs aks for a qualitatively acceptable economic growth, a reduction of working time and specific youth employment schemes in one package.

I come now to the second element, the element of education, training and experience. In spite of the very high level of unemployment we nowadays already see a lot of frictions in parts and segments of the labour market. There is a shortage of specialised well-trained workers, also of specialised and well-trained young workers in a period of mass-unemployment, for a number of reasons. I think one element is that employers are selecting very sharply; the selection criteria are in fact becoming more rigid than they were in a time of full employment. And the second element which is of importance for schoolleavers is that quite often employers have a preference for schoolleavers having left school this year or who will leave school next year. They will reject those schoolleavers who already have left school one or two years ago and have remained unemployed. Many employers prefer the last generation of schoolleavers because they are younger, they are cheaper and quite often in the view of the employers they also are better qualified. Technology not only has an effect on the level of employment but also on the qualifications people need. We see rapid changes in terms of the information society, the technology society, and these changes will lead to imbalances in the labour market in spite of mass unemployment. My view is that first of all we need a better and more justified sharing of work by means of a reduction of working time, and of youth employment schemes etc., but at the same time we need much more training and re-training, inside and outside the enterprises. This is the responsibility of both employers and trade unions as far as workers are concerned.But it also is the responsibility of employers, trade unions, governments and the education network as far as unemployed people are concerned, because if we don't give more training possibilities to those who already are unemployed, among them unemployed young people, then in fact we will increase the gap between those who have a job and those who don't have a job en will remain unemployed. And if I use the word training, then I don't only mean vocational training but also general training and education.

This brings me to the third element, which is a very tricky one, since quite often you are misunderstood if one uses the word motivation. Many people say:"Well, there is only mass unemployment in Western-Europe and in

the Netherlands because in fact those who are unemployed are too lazy to look for a job, they don't really visit the Labour Office and if they are invited to take a job, they just say no and want to continue living from their social benefit". I hope you won't put me in the category of people who make this type of comments. There is, however, a problem of motivation. Many young people who are unemployed for more than one, one and a half, or two years - and this is a considerable amount of young people in Holland - are not sufficiently motivated any more, for a number of understandable reasons. Employers quite often are not interested in those people, they simply do not get a reply if they try to get a job, if they write their letters. They quite often hear the argument: "You have no recent training, you have no experience, and what we, employers, need are new workers who have job experience". Well, if you don't have a job and if you don't have experience and you are in fact not accepted by employers for that reason, then this can create demotivation. Moreover, the problem is that labour offices quite often have concentrated themselves on those job-seekers who are employable. In a period of a considerable increase of unemployment labour offices cannot take care of everybody and quite often limit themselves just to take care of those people where employers are really interested in. This creates a kind of second-class, hard-core of unemployed. In this situation people should not cry about demotivated or disoriented groups of young people; no, instead they should try to make them motivated again. And therefore training schemes in my view should be combined as much as possible with at least work-experience projects or temporary jobs. Training schemes as such, without offering youth a perspective to get work-experience or at least a temporary job, are looked upon with suspicion, because they tend to think: "Well, if we just have to be trained without a perspective of a job, then we don't believe in a result". So, if this is not the case, if work-experience projects or temporary jobs do not form part of a training scheme, then one can expect a lack of interest and confidence. So my question is: how can we build confidence again and how can we bridge the gap between workers and structurally unemployed in general and youngsters in particular ? If we are not able to bridge this gap, we will have a lost generation of young people. This would be a waste in economic terms, it is harmful to society and politically dangerous. And I am not just saying this because I want to be a member of Parliament. Even if you do not want to be a member of Parliament, I think political stability must be and should be

and is a matter of concern to everybody believing in democracy and political stability.

Oddly enough - and I will explain why I use the word odd -, oddly enough recent studies show that an overwhelming majority of young people with and without a paid job consider a paid job as a necessary condition to social, economic and cultural independence. For an overwhelming majority of young people it is one of their first priorities in their life. And this is odd because in the last few years in particular one often heard that youth have other priorities and values than adults. Quite often you even hear the argument that in a time of mass unemployment particularly young people, as a part of their education and training, should learn and should accept the idea that a paid job is not everything and that you don't just live in order to work and that there are other values in life. Of course, there is something in this argumentation, not only with regard to those who are unemployed and not only with regard to youth. However, studies show that this in fact is contrary to the real views and opinions of young people themselves. The right to work and the right to have a paid job is not only defended by adults, but by young people as well. Society as a whole has to create the conditions to fulfil these aspirations, otherwise young people will turn their back to society and create their own subculture. And if I use the word society I not only mean governments, I also mean international institutions and not in the last place employers, trade unions, the education network, etc.

This brings me to my final remarks. It is not always easy to harmonise the interests of those who have a job with those who are unemployed. For example, a lot of unemployed people, especially those who don't see any chance for a job in the short or medium term, of course want to combine productive activities with their social benefit. We have very difficult Dutch words for that, which I cannot translate into English, but what is important is that it easily can signify, if you keep your social benefit while delivering some productive work, that you tend to be cheaper as a worker than the worker who has a normal wage. This is a danger for existing labour conditions and this is why trade unions, union members and workers in general who have a job tend to be suspicious vis-à-vis this element of unfair competition. The same applies with regard to the interests of employers, since many experiments try to find a certain combination of training and production. This is in fact not bad in my view. We must be creative in developing these

types of experiments; but, on the other hand, we must see that to employers this can create a situation of unfair competition as soon as experiments no longer remain in the informal economy but become part of the formal economy. Then, unemployment benefits implemented by some wage payment can create cheap labour costs and create unfair competition to the employers in the formal economy. I think both courage and creativity, based on research data, are necessary to tackle these problems.

I have made a few comments based mainly on my experiences in The Netherlands. Third World countries, developing countries are characterised by structural unemployment for a very long period, and frequently they never have had a situation of employment comparable even to what we are complaining about in Europe. This brings me to the fact that we can learn much from each others' experiences, although to a certain extent we belong to separate worlds. Industrialised countries can learn a lot from the experiences and experiments in Third World countries. On the other hand, developing countries perhaps could learn something from us, because many structural changes in the qualitative aspects of the labour market and the experiences we have in this respect in Europe and in industrialised countries in general can be of importance to researchers and policy-makers in developing countries. The process of technological change will not be limited to the industrialised world, and the developing countries already experience certain consequences of this technological development. So finally, and to summarise, Mr. Chairman, I think that we can learn many things from each other with regard to the separate worlds. It is my sincere view that we will be able to fight together underdevelopment, poverty and mass-unemployment on a global scale, or we won't succeed to fight these inhuman elements at all. We will fight together and succeed to tackle these problems or we won't succeed at all. This means that all of us, researchers, people with academic backgrounds or policy-makers in the trade union life, in the employer field, in the political field, have to look at the possibilities, first of all to increase the possibilities for learning from each other, for comparing results and views, but what is even more important, to combine efforts in order to develop policies in a time where selfishness and protectionism in fact are gaining ground. The paradox is that particularly in this time protectionism is not the answer, selfishness is not the answer, but indeed sincere solidarity and international cooperation is the only answer to give a future again to those who are unemployed, especially to the younger generation which needs a future with a human face.

THE TRANSITION OF YOUNG PEOPLE FROM EDUCATION TO WORKING AND ADULT LIFE.

Some issues emerging from a European Community Action Programme.

by G. Welbers, Cologne, West-Germany.

Since February 1976, when the Education Ministers of the European Community decided to include the "transition of young people from education to work" as a priority theme in their programme of cooperation, much has been learnt about the nature of the transition problems, and, indeed, also the problems have changed and evolved.

After a period of preparation and consultation with all Member States of the European Community during 1976 and 1977 a first programme of 30 pilot projects was launched in 1978, to explore possible new ways of how education and training could prepare young people better for working life, so as to reduce the risks of unemployment. This programme lasted up to 1982. A second programme of again 30 pilot projects in all Member States of the European Community started in 1983 and will be completed by the end of 1987. The current programme involves several hundred schools, training institutes or other agencies; several thousand teachers, trainers and other staff; and many thousand young people. In both these programmes particular emphasis has been placed on actively promoting a continuous dialogue and exchange of experience between all those involved in the Programme, i.e. between the pilot projects, administrators and policy makers, - within each Member State, and across the national boundaries of European level.

The work of the pilot projects has helped to understand

better the problems and the education and training needs of young people in the transition period, and has contributed to the formulation of new policies to cope with these problems and needs.

I do not want to go into details of the approaches used and the results obtained in the Community Action Programme. (A summary report on the first series of pilot projects, called "policies for transition", and an interim report on the development of the second series are being made available to part cipants of this conference. I am also pleased, that 3 or 4 mo colleagues from pilot projects participate in this present event, and will be able provide further information).

What I want however to do is to highlight some selected, general issues which are supported by the experience of this Programme. Admittedly the selection is highly subjective, but it may serve to illustrate some more recent lines of thought related to the development of education and training policies for young people in the transition period.

A first statement to make is that the problems of transition will not disappear with the process of economic recovery which seems to have started in - at least some parts of - the European Community.
The present period of rapid economic and social change continues to place new demands on the systems of education and training.

Perspectives for the future imply a number of factors affecting the content, the methods and the physical context of teaching and learning. Unemployment will remain an acute problem for still many years, in particular for young people. Technological development will cause further radical changes of the vocational qualifications required and will induce new patterns of work and employment. Structural change and uncertainty will, in a way, become stable elements of the foreseeable future.

These factors have to be reflected in the curriculum, in order to strengthen young people's capacity to understand the nature and the direction of change. More consciously than in the past education and training must help young people to acquire competences and skills, which enable them to adapt to rapid developments and uncertainties in working life, but also to exploit all the possibilities and future prospects in it. It will therefore be crucial to link the work in schools and training institutions more systematically and directly to the reality and evolution of the adult and working world outside them.

Experience from the transition programme has confirmed the need for improving the interplay between education and training establishments and their environment. It has also shown the need to relate the curriculum, more directly, to the evolving social and economic context, in which young people have to make the transition to adulthood and work.

Three lines, or strategies, for action appear to be particularly important:

- the development of self-initiative and creativity, and of more enterprising attitudes and skills amongst young people;

- the use of the outside world as a learning resource; and

- the development of better co-operation, partnership and co-ordination between education and training establishments and other institutions and individuals, at the local or regional level in particular.

The development of more enterprising attitudes and basic entrepreneurial skills has become an important new issue

in the discussion about the future of education and training in the European Community. The frequently used term of "education for enterprise" has lent itself to different interpretations in various Member States, and sometimes to misunderstandings. The educational objective behind it is however not new in the transition debate, i.e. influencing young people's attitudes and behaviour towards a more active, self-determining approach to developing creativity and initiative, and to shaping their own futures. What may introduce a slightly new orientation in the mainstream of educational policy is the social and economic context against which these objectives have now to be seen.

Creativity and initiative are no longer just classic educational objectives aiming at personal fulfilment of the individual. They are also increasingly important capacities required for economic and social development. The future of work can no longer be thought of in terms of the conventional "employee culture", i.e. simply the restoration of the traditional labour market. The new patterns of work and employment, including forms of self-employment, and the persisting uncertainty about prospects and developments in the future provide a new target for initiative and creativity, and also alter the meaning of "enterprise". This all calls for a serious review of the content and the techniques of teaching and learning (including the management and assessment of learning) to ensure that young people are given a better chance to acquire these vital capacities. It also emphasises the need for teachers, trainers and guidance officers to develop less "paternalistic" attitudes towards young people, and to learn how to help young people manage their own learning process.

The transition programme and parallel initiatives have developed various approaches towards an education for enterprise, approaches which vary according to the age of the young people concerned and the types of education and

training institutions involved. These approaches include:

a) Project work aimed at the development of attitudes and skills, which enhance young people's ability and motivation to take on responsibilities and to manage undertakings stemming from their own initiative. Mini-companies, i.e. small (temporary) businesses based on the schools and training institutes and preferably fully integrated into the curriculum form an example which is gaining widespread interest.
A dominant feature of these projects lies in the emphasis which is placed on self-management, autonomous problem solving, planning and decision making, on responsibility and on reliability in team work.

b) A more broadly based approach, in which a larger part of the curriculum is directed towards improving the young people's knowledge and understanding of the economic strengths of their region and of potential growth areas in it. Pilot projects in Italy and in the UK provide illustrative examples for this approach. Secondary schools and vocational institutes involved in these projects aim at improving the ability of their students to discover and re-evaluate the opportunities for development, which exist in their region. Particular emphasis is also placed on enhancing young people's awareness of the specific needs, the role and prospects for small enterprises and co-operatives, and on encouraging them to stay in the area.

c) The use of real, i.e. professionally implemented production projects as an integral part of vocational preparation and training for young people in the period after full-time compulsory education. This does not mean a simple combination of training and work, but the experiential and coherent learning about the whole process of planning, manufacturing or delivering, and marketing a

product or service, in a context as close as possible to real market conditions.

Similar to the mini-company approach, yet on a larger scale and with a specific vocational background, these production projects involve the development of creativity in problem solving, of comprehensive technical and basic entrepreneurial skills. Two main objectives lie behind this approach. One is to provide an "authentic" context for acquiring operational competences, which strengthen young people's competitive capacity when applying for a job. The other is to relate the content and process of training to the reality of work particularly in small enterprises, in order to enhance young people's ability and motivation to consider the possibility of self-employment.

The importance of the second area, the use of the outside world, becomes obvious when considering the limitations of conventional curriculum provision and delivery. Most schools and training institutes cannot, within their own walls, provide the full spectrum of learning situations, which enable students to understand the function of different institutions and services, the structures and processes in real working and adult life. The economy in the local or regional environment and the local community offer a wide scope for young people, to gain personal experience, and to develop and practice skills and competences, which facilitate their vocational and social integration.

The pilot projects have demonstrated how these resources can be used in various ways:

a) to complement and improve the quality of the curriculum by building into it more authentic learning contexts,

drawing on the outside world. Practical work experience, project work involving the local community and the wider concept of "community-based learning" are examples of this.

b) to enhance the contribution which institutions and individuals of the environment can make to the personal development of young people; particularly by helping them to gain access to the sources of experience in the local community and fostering their motivation and self-initiative.

c) to explore a wider range of alternatives for work, further training, and participation in the adult world and to discover starting points for the creation of new opportunities.

This potential armoury embedded in the resources of the community can only be opened up if schools and vocational institutes develop more actively contacts with their environment. This also includes more practical co-operation between the institutions of general and of vocational education themselves, which often know little about each other and rarely combine their resources, and with other sectors of the education system (e.g. the guidance service). This leads to the third area of our consideration; i.e. the call for partnership and co-operation.

The responsibility for bringing the content, methods and processes of general and vocational education closer to the reality of developments, and to the individual, social and economic needs in future working and adult life does not fall on schools and training institutions alone. Ensuring high quality of education and training is an essential investment into the human resources for local and regional development, and therefore ought to be a major concern for all those who can contribute to it. Local industry, i.e. firms and the social partners, as well as other agencies and

individuals in the local community need to develop a greater awareness that they themselves - and not only the school, the family or the state - have also co-responsibility for helping young people to grow into vocation and society. The lack of such awareness means that many practical opportunities will be missed, for complementing the work in schools and training institutions by a broad offer of external learning experiences.

The chances for providing and delivering a better balanced and more relevant curriculum for the transition period largely depend on the extent to which this wider range of learning resources can be successfully mobilised in the local environment. A pre-condition for this is that schools and training institutes become more aware of these resources and learn how to use them. Teachers and trainers need to seek more active contact and co-operation with those individuals and institutions who can provide learning experience in the local community. This involves both more systematic interaction between agencies in the different sectors of the education system (e.g. general education, vocational training, guidance services) and with partners outside it.

A further need for better co-ordination emerges from the fact that young people, particularly in the transition phase, experience their problems as a totality, yet the agencies to which they must turn are multiple, discrete and little co-ordinated (e.g. different institutions for general education, training, adult education, guidance services, employment agency, youth welfare offices, health and social services etc.). Effective co-operation between them often fails by their over concern about demarcation of their competences and stressing their autonomy. For the young people this lack of co-ordination is not helpful. Many do not see their way through the thicket of administrative responsibilities. Thus they miss active help to find access to the sources of experience in the local community, and practical

guidance to evaluate their experience - for decisions about education and training, for seeking a job and more generally for active participation in society.

Schools and training institutions in partnership with others can significantly contribute to avoid this waste of youthful energy and talent.
Developing this interplay is not in the first place a matter of introducing new structures for co-ordination but a question of attitudes, good will and practical initiative. It is important to focus co-operation on concrete tasks; and to involve possible partners in a way which respects their identity and stresses their specific role and contribution.

In most Member States experimental projects or broader initiatives have been launched to develop strategies for better co-operation and partnership between the different sectors of the education system and with industry. The so-called 'Open Debate' in the Netherlands is a good example. It has led to a firm commitment to shared responsibility for training - a responsibility shared between the state, industry and social groups. To assist national policy in each Member State high priority has been given in the Community's transition programme to explore concrete ways to stimulate and prompt a continuous dialogue and practical co-operation between educational institutes and their external partners. Schools, training institutes, parents and other adults from the environment, employers, trade unionists and a range of social groups, are involved in this, to increase understanding about the role of education institutions, and to support them in their task of preparing young people for adult life.

The forceful development of the "missions locales" in France is a further outstanding example for a new approach to mobilise and make transparent all available resources in a local area, which can help with social and vocational integration of young people leaving school (involving or com-

bining training and work experience, cultural activities, social services etc.). The "missions locales" constitute a single point of reception and access for young people, and offer individually tailored guidance for them towards the opportunities which exist in their area. They also animate the co-ordination and co-operation between those who provide services and opportunities for young people.

These activities form a step ahead towards providing a continuous support network for young people as they move through school to training and on to employment, self-employment or unemployment; a support which young people can call upon even if they are not based in an institution, or enrolled on a particular training or guidance scheme.

Finally I want to stress the crucial importance of extending the concept of co-operation and partnership beyond the fields of education, training and employment. Unemployment is not the only threat to young people. Housing, drug abuse, both of legal and illegal drugs, violence, racial conflict and isolation are also problems for them. Solutions to these problems cannot be found unless through close co-operation and joint efforts of all the agencies and individuals who are relevant to youth.

REPORT OF THE FINAL PLENARY SESSION ON FRIDAY 20 DECEMBER 1985

Chairman : E. Droogleever-Fortuyn
Rapporteur: W. van den Bor
Regional representatives: K. Mabatla; Africa
R.R. Singh; Asia
Z. Jennings-Wray; Latin America & Caribbean
P. Daws; Europe

Introduction

The chairman concludes that this international conference did not result in too many concrete solutions for transition problems. He goes on to say that the conference has offered quite some interesting experiences to all participants. In particular, the discussions contributed to

- wider perspectives concerning all kinds of problems related to the transition problem;
- a better view on practical solutions;
- a better understanding of different national and regional policies;
- wider perspectives with regard to research.

This afternoon a résumé of general ideas will be given by representatives of four regional groups (Africa, Asia, Latin America & Caribbean and Europe) resulting from preliminary discussions within these groups. After the brief introductions there will be ample opportunity for general discussion.

Presentation by regional representatives

Mr. K. Mabatla presents the results of the preliminary discussions in the **African regional group**. Group members agreed in one respect: the concept of education with production (E + P) is vivid, especially in the countries of Southern Africa. In this sub-region in particular discussions will continue with respect to this issue. On behalf of his own country he offers hospitality to future international meetings. He then lists a number of **problematical aspects:**

- The influence of politics on implementation. Low political priority endangers the implementation process but high political influence is also a barrier for implementation because of the bureaucratizing side-effects of high political involvement.
- There is a lack of funds for the implementation of E + P projects.
- Materials are insufficient.
- The different parties concerned do not have equal access to the necessary information; donors usually have more information than project operators and can act accordingly.
- The management of projects should be improved.
- Donors play too dominant a role within E + P projects.
- It is not always clear who benefits from research data.
- Self-evaluation is rather poorly developed; this type of evaluation should be integrated into the projects.
- There is not enough insight into the nature of projects. Research is necessary but should it be oriented towards projects or programmes? It was agreed that there is a great need for research regarding the progress of different projects: what went wrong and when? Example: Brigades in Botswana which would have benefitted

from more research concerning the day-to-day developments within the different brigades.

Mr. Mabatla goes on to list some **points of action:**
- Researchers should devote more time to look into the problems of youths.
- Relevant information should be disseminated on a larger, world-wide scale.
- A set of guide-lines should be developed for research-teams.
- An association of project-researchers interested in the theme of this conference should be developed.
- A directory of E + P programmes and projects is necessary.
- Higher institutes of education should try to play a more prominant role in this field of interest.

Mr. R.R. Singh presents the results of the preliminary discussions in the **Asian regional group.**
Micro-level programmes in the Asian region are sponsored by governments which are varying in political and social contexts. This makes it difficult to compare these programmes. Some countries took care of building in an ongoing monitoring and evaluation component within the different youth programmes. Studies of micro-level programmes which lend themselves to better comparison have not been conducted. There is hardly any documentation available regarding the different initiatives. Therefore there is a need to interlink these programmes and to provide more managerial input by way of training. Several private and commercial institutions and governmental bodies have been set up to do something in the field of youth programmes.
The pressure on vocational training is high because of the varied numbers of groups within the different countries. The Commonwealth exchange programmes in this field are important for some countries in the region. These programmes have not been studied in a comprehensive way, however. Some information about needs is available but these data have not influenced decision making. National planning is more resource-based than need-based. There is a great need to narrow the gap between education and employment and to improve the role of business and financial institutions therein.
The Asian group feels that the experiences of this conference could be more easily applied at micro than at macro-level. Some participants will be in a position to influence their governments, however, in view of their professional status.

Mr. Singh then formulates some **suggestions:**
- There is a need for continuing monitoring and feed-back to improve the quality of projects and programmes.
- Government and non-government organizations should come together and discuss matters of interest more actively.
- More coordination is needed between governments, NGO's and other organizations and between researchers from the North and the South.
- Six-monthly and annual bulletins and newsletters should circulate and the participants of this conference should be added to the mailing lists.
- Funding agencies should circulate their directories among the participants of this conference.
- A report of this conference should be written and be circulated among participants and governments.

Mrs. Z. Jennings-Wray presents the results of the preliminary discussions in the **Latin-American & Caribbean group**. She mentions crucial regional issues, lessons learned and implications.
She lists the following **crucial issues:**

- There seems to be a negative attitude towards certain types of vocational training. A high value is attached to academic education. Transition programmes are perceived as being suitable for less intelligent and low-status type of people. There is not much interest in agriculture. Especially in Latin America everything to be done in the field of youth programmes and E + P is expected to be carried out by the government.
- Employment generating strategies are very much dependent on the state of the economy within the different countries rather than educational provisions. It is important to note that self-employment projects cannot by themselves solve unemployment problems at any large scale.
- There is a serious lack of resources and a strong reliance on donor agencies. Some donors have withdrawn untimely and at crucial stages of a project or programme.
- There is too much dependence on foreign aid and foreign consultancy. Local consultancy is more familiar with local conditions. The countries of the region do not give enough attention to the additional costs of projects to be paid by these countries after foreign aid has been withdrawn.
- Change of governments sometimes is very negative for projects: new politicians do not always support the underlying values of existing projects.
- Politics play a very important role because of patronage and strong voter-directedness.
- The level of (political) development of a territory is of influence on educational and transition programmes.
- There often is a lack of coordination between formal and non-formal education.
- Research carried out by universities sometimes has a different impact that research done by larger international bodies. Research carried out by UNESCO is taken seriously whereas local researchers have less influence. Generally researchers have little access to policy-makers.
- Especially in Latin-America unemployment will persist until the end of the century, also because of the growing number of educated unemployed. We should also question the concept of transition. Is it a meaningful concept? Does it make sense for the mass of youngsters? Many of them are already at work when they still are at school; they have to support their families.
- Financial resources used for public educational activities could probably bear relevance when used for the activities carried out by NGO's.
- Money used for research cannot be used for educational development; a choice has to be made.
- There is a high pressure on the education system to come up with solutions for unemployment but is there any educational system that could lessen unemployment?

Mrs. Jennings-Wray goes on to mention some **lessons learned** from this conference:

- There are several different possibilities of tackling youth unemployment.

- There certainly are possibilities to bring about linkages between private small-scale and governmental large-scale E + P projects.
- In developed countries governments seem to be more open towards initiatives and advice from the private sector whereas governments in developing countries often are rather suspicious towards NGO's and other small-scale private initiatives in the field of E + P.
- There is a remarkable amount of common experiences between countries represented at this conference.
- Projects and programmes in developed countries dispose of much higher financial possibilities to give their trainees the opportunity to work with all kinds of material and equipment within the institute. In doing so they are in a position to imitate practical conditions.

Mrs. Jennings-Wray concludes her report by mentioning one important **implication:**

- Small-scale youth programmes in developing countries are seriously in need of proper coordination. National ministries of education do not make serious attempts to cooperate and to coordinate; they fear to lose their power position. The HEART-trust in Jamaica is a good example of an organization which succeeds in coordinating small-scale projects.

Mr. P. Daws presents the results of the preliminary discussions in the **European** group. He reports that all participants of this subgroup strongly agreed that they learned quite a lot from the initiatives of non-European countries. There was no general consensus in this subgroup but some important issues were raised:

- One should differentiate more clearly between different categories of transition. It should also be realized that different categories of youths have to cope with diverging psychological and social problems of transition; even within a given category individual differences do exist.
- Furthermore, it was stressed that there are inequalities around the world regarding the way in which transition programmes do cater for women.

Mr. Daws then draws the attention to problems related with the **transition to the formal labour market:**

- There is in Europe a considerable amount of uncertainty about the persistence of the present structure of the labour market. We don't know how this market will develop in the near future and this makes it difficult to decide what measures should be taken.
- Then there are questions related to the nature of the so-called unemployment problem. Don't we over-focus on unemployment? There are some factors that complicate the character of unemployment. The present high levels of unemployment will possibly go down. Women will continue to demand their share of the jobs. Automation will continue to diminish certain categories of jobs.
  It is most important, however, to find solutions for the present 14-28 age group who most probably will have to cope with continued employment problems throughout the successive stages in their life-time.
- In view of the problems for this cohort it is important to think of strategies for solving their difficulties. One could think of wage-subsidization for this age-group. Training is also of importance as well as reduction of the length of the working day.

The high levels of unemployment benefits in some European countries (the Netherlands and Western Germany) open possibilities for youths to spend their time in a positive manner outside the formal labour market.

As far as the transition to **informal modes of activity** is concerned, the following issues were raised in the European group:
- There is a revival of basic (craft) skills in some countries, not because the formal labour market asks for these skills but because youngsters want to carry out meaningful activities in the informal sector. Reference can be made to basic spinning activities in India and the SERVOL initiatives in Jamaica.

With regard to **research** Mr. Daws identifies a need for continued action-oriented project-research. Theoretical models should be developed to test the essentials of development and action programmes.

Lastly he points to the importance of **practical citizenship:**
- There is a great need in formal education systems to "work" the system by means of communication skills and the like.
- The moral dimension of sensible citizenship should be given more attention.
- Education should be transnationalized; young people should be able to develop a better understanding of global problems.

General discussion

The **chairman** notes that this conference was meant as a comparative exercise. During the regional presentations only a few comparative remarks were made. Would it be possible to develop this comparative view a little further?
He goes on to say that in the course of the conference political implications related to decision making and power structure were discussed in more detail. It also became clear during the last few days that research needs do exist and that these needs are not met in a proper way. He then invites the participants to express their feelings concerning other lessons that were learned during the discussions.

Mrs. Nordland concludes that participants of this conference seem to have many values in common. She stresses the need to learn to be partners in development and to express the wish to cooperate in this area of concern. She also underlines the expressed need to train for citizenship.

Mr. Lillis holds the opinion that the qualitative impact of these types of transition programmes is neglected during this conference. The (second-class) status of these programmes was not discussed very thoroughly.

Mr. Hoppers thinks that the problem of unemployment was too much perceived as caused by people; they were discussed in terms of personal, individual development. The issue of self-reliance is more complicated, however. It would have been very interesting to discuss possibilities and ways of changing the conditions of work apart from personal initiatives and developments.

Mr. Datta concludes that the European participants did not arrive at conclusions. Latin American colleagues agreed at some points but were not able to indicate possibilities for action whereas African and Asian participants came to more agreements and were more action-oriented. He supposes that this circumstance has to do with the diverging economic conditions in the different regions.

Mr. Lenhart notes that there are quite some common values among the participants but that it appears to be rather problematic to formulate the definitions of the problematic issues. He goes on to say that, at least some, of the solutions that were found in the South can be transferred to the North but that it is very difficult to apply Northern solutions to Southern problems. Southerners are worse off in his opinion.
He further states that the papers have provided him with quite a number of questions for future research.

Mrs. Peiris notes that it was very interesting to see how the different participants looked at the programme from their own viewpoints and lines of experience. Policy makers are pre-occupied with the yoke of the bureaucratic system; researchers seek to be as objective as possible; practitioners ask themselves how they can replicate what they have been doing before and agencies wonder how they can get adequate feed-back with regard to their initiatives. She has noted that there are common experiences as well as differences. Problems of implementation do surface everywhere in the world. Research is also a common bottle-neck in the different regions. She concludes her comment by saying that she has quite some positive feelings about this conference for which she is most grateful to the other participants and to the organizers.

Mr. King strongly underlines that he missed the historical approach during this conference. He illustrates that quite some changes have occurred in the North between the 60's and the 80's. In the 60's there only was a small training component related to the world of work. In the 80's the vocational training lobby has grown and has nestled against the formal education sector. Education and work programmes and on-the-job-training have not grown substantially.
In the South other developments have taken place since the 60's. The world of work has not changed very much and the small amount of training connected directly to the labour market has remained relatively constant. The E + P sector has grown substantially, however, within the formal education sector. Private initiatives in training still are rather marginal. These historical developments should be analyzed to get a better view on the relationships between education, training and the world of work.

Mrs. Elbers notes that women still have a very marginal role in production-oriented training and education. She further points to alternative activities/jobs for young people e.g. being active for organizations like Greenpeace.

Mr. Orwa holds the opinion that the countries of the South still are in need of the work of academicians; research should be stimulated. He links that quite some work has been done in the sixties to provide better educational opportunities for primary school-leavers and in this respect he does not agree with the views expressed by Mr. King.

He further states that there is an unemployment problem for all age-groups in developing countries. Alumni of higher education also have big problems to find a job. One should not forget to pay attention to this phenomenon.

Mr. Carton thinks that not enough attention has been paid during this conference to the nature of the concept of transition. Transition problems are not alike for every individual within a category of youth. The concept needs more academic reflection.
He further points to the relationships between research, action and evaluation. There is a beginning of understanding that these three issues have to be considered in close relationship.

Mr. Orwa points to the role of the mother-tongue within youth programmes in the South. More frequent and better use of the mother tongue can improve ways of communication and training.

Follow-up activities

The **chairman** draws the attention to the follow-up activities of this conference. How to lay down the written and oral information into proceedings? Will there be a next conference of this sort and if so, what will be the topic of such a conference?

Mr. Vulliamy informs the participants about the existence of the International Journal of Educational Development. This journal is quite interested in publishing more articles that deal with the practical problems discussed during this conference.

The **chairman** mentions the possibility of a special issue of an international journal dedicated to the subject of the conference. The organizers will do their utmost to bring out a proper publication containing the well-edited material of the conference. Problems about number, size and quality of this publication have to be solved beforehand, however. Consequently, the organizing committee cannot be very specific at this moment about the format of the proceedings.

Mr. Lenhart takes the floor on behalf of the Committee on Educational Research in Cooperation with Third World Countries of the German Educational Research Association. He proposes to organize a next conference in Western Germany in early 1988. This conference would be smaller (in numbers) than the present one. He expects to be able to raise funds to invite about 15 participants from the South. After preliminary discussions within his group he proposes the following topics:
- Education, training and the informal sector.
- Curriculum reform.

The **chairman and Mr. Van den Bor** propose a third possible topic, namely:
- Training of instructors, educators and teachers.

This subject was mentioned frequently during the present conference.

Mr. Reiff suggests to involve other disciplines, like economists and psychologists. He thinks that curriculum reform should be especially directed towards primary education. This would improve the possibilities to get funding from international donors.

Mr. Lillis states that curriculum reform is a rather strongly researched topic, especially with regard to vocational training in the African region.

Mr. Bergmann holds the opinion that it is unwise to fix the topic for a next conference too early. There are other international conferences in preparation that can shed new light on the importance of possible topics for the 1988 conference.

Mr. Fowler thinks that one should not let oneself exclusively be led by donor considerations in choosing a topic. He supports the idea of discussing the topic of curriculum reform in the context of transition problems.

Mr. Rahim is grateful that administrators have been invited to the present conference. As an administrator he has learned a lot and he hopes that he and his colleagues will also be invited for following conferences (even if organized in winter-time). He draws attention to the often neglected group of unemployed university graduates in the South.

Mr. Hoppers proposes to organize more regional meetings to discuss the subjects at issue. In doing so more people could be involved in these important discussions.

The **chairman** concludes by saying that ongoing contacts between the European groups and their Southern colleagues will be necessary to discuss the details of a following conference and he thanks the German colleagues for their important initiative.
He then points to the important role donor-agencies play in organizing these conferences. The present conference was supported and promoted by the following national and international institutions:
the EEC; UNESCO; ILO; the Dutch Ministries of Education / Welfare, Health and Culture / Social Affairs; DGIS; CESO; NUFFIC; NOVIB; IDPAD; the University of Amsterdam and the Agricultural University of Wageningen.
He thanks these organizations most heartily for their support. He also thanks all participants for their contribution to this conference and he formally closes the conference.

III OTHER CONFERENCE REFLECTIONS

YOUTH UNEMPLOYMENT IN EUROPE: MAJOR FACTORS, TRENDS & STRATEGIES

by Peter P. Daws, Northern Ireland, United Kingdom.

Just as we have represented the developed and the developing countries globally as the "north" and the "south" respectively, so is this distinction paralleled in Europe, where the greater industrialisation and affluence is found mainly in the countries of Northern Europe. European representation at this conference is confined to the affluent north, which should be borne in mind when considering the views expressed here. It is unlikely that similar views would be expressed by Portugal, Spain, Italy or Greece.

It also has to be said at the outset that though there is a common recognition of the causes of high levels of youth unemployment in Europe, opinion is divided on the way the economy is going. There are those who expect the formal economic sector to continue for the foreseeable future to be the main source of production (wealth creation) and of jobs. Others expect it to continue to be a major (if not the major) source of wealth, but not of jobs - fuelled by electronics rather than by labour. Both points of view are theory-based and common, but in both it is difficult to disentangle prediction from prescription. People are inclined to select and read evidence in line with their preferences. There is a yearning for a diversified range of economically productive activity, characterised by work that is personally satisfying. There is also an awareness of the productive potential of large-scale operations, aided by the promise of the new technologies. Such visions, both plausible, appeal to different ideological or economic values.

Youth Unemployment: the causes

As far as northern Europe is concerned, it is agreed that these are mainly "structural" rather than "economic" in the traditionally familiar sense of boom and slump cycles of productivity. The 1980s have brought an unhappy conjuction of a number of factors conducing to a mismatch between demand and availability of jobs : The 1960s peak in the birth rate is now reflected in the 1980s in large numbers of school-leavers each year; shifts in the status and ambition of women are greatly increasing female participation in the labour market (and the size of families is correspondingly dropping); new and cheaper modes of production, and indeed of "servicing", making use primarily of micro-electronics, have increased the profitability of all three sectors of the economy, which can now operate on an appreciably reduced labour force.

Additionally, of course, the dramatic rise in energy costs from the early 1970s did bring about an economic recession, but that was not the major cause of youth unemployment and already annual economic growth rates are rising and national labour forces growing. There are even unfilled job vacancies, which represent a shortage of certain kinds of skilled worker, the need for which had been inadequately appreciated and anticipated.

The following German (DFR) figures serve to illustrate part of this common picture. They were provided by Gerhard Welbers at the beginning of this conference.

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If we represent the number of school-leavers in Germany in 1975 by a base-line figure of 100, the corresponding figure for 1985 is 114; by the year 2000 that figure will have dropped to 66. Those northern Europeans who were unfortunate enough to have been born during the'bulge years', males and females, will suffer massive competition for the available jobs and many will be, are being, disappointed, though the size of the disappointment varies from one nation to another. They could well become the"lost generation", permanently unemployed because always less attractive to employers than their elders and the younger ones who will follow them.

There is also in many of the countries of Northern Europe the specific problem of the second generation children of immigrant workers, who came mainly from the countries of Southern Europe and North Africa in the "over-employment" years of the 1950s and 1960s, or, in the case of the United Kingdom, from various members of the Commonwealth. Such young people, often ethnically and religiously distinct from the indigenous populations within which they have grown up, are particularly disadvantaged in the competition for employment. Strategies to address their special needs and eliminate their disadvantage are being sought.

Youth Employment: the future

No-one has doubted that there will always be work enough for anyone who seeks it, but a variety of views has been expressed about the future structure of work and labour in the industrially developed countries. At one extreme is the view that things won't change very much; at the other, that the formal economy and the state apparatus for redistributing a sizeable portion of its income will be largely replaced by small scale informal economic activity, related much more closely to local community needs and reflecting much better the human dimensions of those who engage in it, both the producers and the consumers.

The case for the conservative belief that the formal sector of economic activity will continue to offer virtually full employment rests upon three main arguments : First, that the present levels of unemployment are temporary, not for the familiar cyclical reasons, but for the unhappy coincidence of a number of structural ones (see above) that won't recur. Second, that large scale operations are particularly efficient and better able to exploit innovative ideas, a lesson learned in the 19th century. Third, that every previous occasion on which labour has been replaced by machinery on a massive scale has so stimulated economic activity that far more new jobs have been created, often in quite new industries, than were lost.

A more cautious reading of the way ahead suggests that the conservative scenario is based upon three questionable assumptions, for which there is already evidence to the contrary in present trends. First, that the "South", whether of Europe, America or the world, will continue to provide markets for an infinite expansion of the North's productivity; second, that the multi-national companies will continue to site their activities in the North; and third, that the populations of the North, whether as workers or consumers, will remain content either to engage daily in personally unsatisfying work or to accept the product deficiencies (e.g. food additives) that are an inevitable consequence of large-scale manufacture, distribution and delayed consumption.

If food production and the manufacture of goods for world markets do become more evenly distributed around the world, the formal economic sectors of the North will contract, and we Europeans, who have long since lost the entrepreneurial habits necessary for a "mixed" economy, will have painfully to re-learn them, so that if a company does not offer us secure waged/salaried employment, we have the initiative and skill to find for ourselves satisfying and lucrative work in the context of our own local communities. There are implications in this view of the future for both formal education and for vocational training programmes, which will be explored in a later section.

There is also a more radical expectation of future shifts in the patterns of economic activity in the industrialised countries, which derives largely from an analysis, primarily a moral one, of the human and environmental costs of a mass-productive, world market formal economy.

First, it rejects the conventions of economic analysis that calculate the GNP by including all the activities that contribute to national "defence" and the construction of bombs, but which exclude the production and rearing of babies; or which include the manufacture of cars and canned goods, but exclude health care, domestically produced garden produce and community service.

Second, it spells out the cost in environmental degradation and human health of the presently inadequately controlled development of mass-productive processes.

Third, it charts the de-humanising consequences of human engagement in such processes, whether as workers or consumers, and contrasts this with "meaningful and satisfying" work and consumption and their contribution to the ehhancement of the quality of life in which adequate opportunity for human fulfilment is to be found.

Though the arguments are moral, visionary and prescriptive, they are spreading in the industrialised countries, would not be unfamiliar to Illich and Schumacher, are inspiring an increasing number of people to re-define the priorities of their lives and remind us of real global problems that we cannot afford to defer indefinitely. There are profound implications in these arguments for the curriculum in schools and for programmes of post-school vocational training. Indeed, because the arguments focus upon the need to enhance the quality of life as it is lived in the family and the neighbourhood through face-to-face intimacy, transaction and service, it reminds us that schools are but a minor element in the educational process, which is rapidly becoming life-long in the developed countries, and that vocational training and re-training need not be confined to colleges and formal on-the-job apprenticeship; that we could usefully re-examine the potentiality of the entire"educational community".

Education & Training: Relevance, Balance & Flexibility

The official view of the future among the nations of Northern Europe, which informs policy formation by governments, employers and trade unions, is the conservative one, which anticipates little structural change in the organisation of productive processes and labour, but which expects shifts of emphasis and content (products and means of production) and of related skill requirements. However, experience has taught both politicians and employers that manpower forecasting is a very uncertain science. Moreover, national systems of vocational training and accreditation, whether off-the-job or in-plant or composite, acquire the monolithic durability and inflexibility of "super-tankers" (to borrow Gerhard Welbers' apt metaphor), whose capacity to adjust to change is much slower than the pace of occurrence of those changes.

Confronted with a sizeable proportion of unemployed young people (temporary structural phenomenon or not), it is sensible on both social and economic grounds to replace their idleness with vocational training and work experience, and to "stock-pile" skilled labour in readiness for the labour requirements of economic revival. However, one must first (a) convince the young unemployed that it is in their interests to invest in the acquisition of skills that may possibly prove (but not certainly guarantee) a profitable investment, and (b) ensure that the training provided is of a kind that can be directly employed or adapted to fit the labour requirements of economic expansion. The prizes will certainly go to those countries that are able to respond fast to new or expanded demand.
A deep pessimism among the young and for many the greater attraction of alternative ways of filling their time are not making the first task easy, and generic, foundation skill training rather than highly specific job-task training, though the more promising strategy, does not entirely eliminate the possibility of mismatches between future demand and supply.

Many are convinced that a more radical approach is needed, one that must begin much earlier, in the compulsory years of schooling. General education should not neglect practical and "relevant" studies and more use should be made of authentic, out-of-school learning locations and of the teaching skills of people employed in factories, offices, social services and other community settings. Some things are never satisfactorily learned in school, however one contrives to simulate authentic learning situations, but may be readily learned outside. Even more important, general education should develop the capacity for self-determination and self-reliance and cultivate the qualities of initiative, adaptability and enterprise, and enable young people to manage their own learning and to judge wisely for themselves in what forms of learning they should invest. The habit of viewing children as a form of capital, as inert commodities to be shaped, stored and used according to the needs of the labour market is to neglect to take account of many latent capacities they could otherwise contribute to the productive process.

The European Commission's "transition" programmes in 10 member states (1978-1987) have already identified the limitations of projects confined to post-school training and have generated many pioneering programmes that relate education and training. Progress is evident but slow : education systems are, after all, yet another fleet of super-tankers.

What all European countries seek is to integrate their educational systems with their systems of vocational training for their formal economic sectors, so that young people may be introduced to vocational training (via "pre-vocational" courses) in a graduated way, with flexibility of timing so that the process is matched to individual abilities, aptitudes and interests. But all countries are some way from achieving this degree of co-ordination, harmonisation and flexibility in meeting individual need. Broadly speaking, with the exception of the Scandinavian countries, the nations of Northern Europe have structurally divided systems of schooling, and all of them have multi-tracked provision for vocational training - operatives, craftsmen and women, technicians and technologists. Such structural divisions and rigidities impede the transfer of students/trainees from one route to another, from one level to another and from one mode of accreditation to another. Talent and aptitude cannot be re-directed promptly when they become apparent, nor are misguided choices easily rectified. The systems, from an economic point of view, do not efficiently facilitate talent-spotting and talent development. In addition, one is in effect asking that two super-tankers should closely co-ordinate their manoeuvres, but no-where are the systems of education and vocational training under a common government departmental control, nor the subject of common governmental policy. Nor is the pursuit of a single-mindedness of purpose made easier by the fact that societies expect their schools and universities to serve many other civic purposes, including transition-related purposes, than that of preparing young people to serve an efficient role in the formal labour market - an issue that will be taken up again in a later section.

Perhaps it was an awareness of these various structural dislocations and incongruences that prompted the European Commission to define as the primary aim of its transition programmes : " to assist national policy formation, 14-18 ".

Informal Economic Activity : Constructive or Destructive ?

What has provoked much thoughtful contemplation among the European members of this conference is the legitimacy that so many countries elsewhere are able to accord to the development of informal economic enterprise and the co-existence in those countries of both formal and informal economic sectors in which each makes a more equal contribution to the common weal; and their ready acceptance that this requires substantial schemes of vocational training for both sectors. Schemes to provide basic agricultural and rural craft skills and understanding to remote villagers exist alongside in-plant apprenticeship and hi-tech training; something for everyone who can employ it for economic gain.

We are envious of such "mixed" economies, for it would be convenient if we also could legitimise the development of an informal sector, partly to provide occupation for the unemployed we have now, and partly to anticipate future surpluses of labour if a thriving formal economy is sustained by a diminishing labour force.

The industrialised countries have managed, in somewhat less than 200 years, to pull virtually all the significant (legal !) forms of economic activity within governmental regulation, which is how the formal economy is defined. Regulation covers four main domains: (a) the health and safety of workers, (b) the protection of the environment and the public, (c) the protection of consumers, and (d) taxation of income and profits, to provide the necessary infrastructure, education, health and social services; and of course, "benefit" payments to the needy, including the unemployed.

In such a system, whose merits we take for granted, informal economic activity cannot be logically accommodated. Some would also say that it is morally indefensible, partly because its operations enjoy an unfair financial advantage and partly because it evades public control, which adds yet more financial advantage. Of course, the practicalities of bureaucratic surveillance defeat a purely logical (and therefore totally fair) operation of the system and there is an abundance of very small scale economic enterprise that is by common consent deemed legitimate, e.g., home food production, "do-it-yourself" home maintenance and baby-sitting. What we lack is a logical and moral basis for legitimising a significant extension of such informal enterprise.

We recognise, of course, that those countries that can so readily accept a "mixed" economy are able to do so precisely because they do not enjoy the benefits that we so take for granted, in particular state support for the unemployed and their families. But we are having to face that however affluent a society may become through the efforts of its formal economic structure and however generous the benefits it is thus enabled to supply to its unemployed members, the psychological well-being of every man and woman requires that they have opportunity to engage in meaningful, satisfying, status-conferring and productive work. One cannot require idleness as a condition of receiving state financial support. Intermidable and unproductive leisure is insupportable.

Yet we are reluctant to put in jeopardy the effieiency of the economic system we have developed by exploring the legitimation of informal economic activity. Our formal systems of vocational training are focussed exclusively on the anticipated needs of the formal sector with a view to stock-piling suitable skilled labour. Because the traditional manual and craft skills are now largely unwanted by the formal labour market, we offer few opportunities for youth to acquire them, though these <u>are</u> what are needed by those who seek gainful informal occupation. Where they are provided, the excusing formula is that they will be helpful in promoting "self-employment", an appropriately ambiguous neutral term.

The problem we face is further exacerbated by our habits of inculcating in our children the expectation of employment. Our schools still largely cultivate that assumption and so do most parents. In consequence, our children, unlike (one suspects) those in so many countries in the South with their mixed economies, have not been encouraged to develop initiative, enterprise and self-determination. Rather, "the world owes me a living" than "I can stand on my own two feet". What was formerly a functional set of attitudes to inculcate in the young is now dysfunctional for so many.

However, some European countries are beginning to face up to this issue and mount constructive, exploratory programmes. There are some voluntary training initiatives and some government departments have been involved in consultations with interested agencies. It has been an instructive pleasure this week to visit locally in the Netherlands self-employment training units and placement agencies for the young unemployed who seek voluntary work.

Transition: what problem and whose problem ?

This conference has focussed upon programmes to facilitate the transition of youth to work. Conferences must have a circumscribed focus and the choice in our case has proved a most fertile one. It has made us individually aware of a wide diversity of programmes and their structural and statistical demographic and economic contexts, and through them, of an equally wide range of modes of conceptualisation of the process of transition (not always made explicit) and of definitions of what is unsatisfactory about societies' ways of engineering youth's transition to effective participation in economically productive processes.

It has become apparent, however, that to appraise properly the significance of what nations are variously attempting requires that we place our efforts and our conceptual frameworks in a much wider picture of social purposes and individual experiences and aspirations. Moreover, there is a danger that because we elect to use a common language of terms (like "transition" and "formal and informal economic activities") we may become insensitive to the rich diversity of meaning attached to them in different cultural contexts.

In Northern Europe, we are inclined to diagnose the transition "problem" as that of a growing number of unemployed young people (15-24), particularly those in significant minority categories that contain a disproportionate number of the unemployed, e.g., second generation immigrants, and then to confuse this approach with a quite different "problem" : how to stock-pile skilled labour, hopefully to fuel economic revival when the opportunity arises, or, how to imbue youth with the values of wealth creation or to generate an entrepreneurial spirit among young people so that, through "self-employment" they may contribute independently to economic revival. Much of the previous comment in this paper betrays this narrow preoccupation and the confusion of concerns disguised by the embracive phrase: the problem of transition.

The global perspective provided by this conference has alerted us to our own confusions by showing us an even greater wealth of interpretations of "the problem". The term "youth" has emerged as synonymous with the age range over which the young are moving from dependence to independence, from being wholly non-productive to being significantly and autonomously engaged in gainful activity; and this is defined at one extreme by children who receive no formal schooling and begin to contribute to their family's needs many years before puberty to those who receive fifteen years or more of full-time education and training and for whom the transition process occupies the third decade of their lives !

To help delineate the anatomy of transition, it is tentatively suggested that the following distinctions, which have become apparent through this conference, merit further exploration.

1. Distinctive categories of young people, whose problems are quite different.
   - rural and urban youth
   - young men and young women
   - indigenous youth and those of distinctive mincrity groups
   - those successful at school and those who are not.

2. Distinctive non-economic consequences of changes in the employability of youth.
   - changes in the gender divisions of opportunity and expectation in the economic sphere have repercussions in other areas of social life, different ones in different places; e.g., programmes intended to increase the economic independence of women may not in the short term bring unmixed blessings for either men or women.

- the association of youth unemployment in different regions with different forms of personal vulnerability and social pathology : drug abuse, sexual exploitation, terrorism, theft & mugging, fraud (taxation avoidance & benefit claims), poverty, malnutrition, physical disease, family breakdown, emotional disturbance.

3. Programmes focussed on various non-economic aspects of transition (not represented at this conference), e.g., political and economic awareness, the basic knowledge and competence of citizenship, improved understanding of nutrition, health and sexuality. Such programmes often have consequences for patterns of youth employment, e.g., increased access to birth control understanding and facilities for women may increase female participation in the labour market and their economic aspirations.

4. Distinctive viewpoints from which programmes originate. Three are apparent :

   - A national standpoint, which :

     (a) views young people as labour capital to be appropriately educated, trained, distributed or stored; or which

     (b) notes the social pathological consequences of poorly engineered transition and seeks ways to eliminate that pathology : e.g., unemployment, unacceptable deviance, incompetence in basic areas of citizenship, e.g., parenthood.

   - A social idealistic standpoint, which seeks change in the outcomes of transition by remedying what are judged to be undesirable features of traditional mores and practice;
     e.g., gender equalisation of transition opportunities and outcomes; the elimination of discrimination against young people in disadvantaged minority categories; the encouragement of what are deemed healthier "alternative" life-styles.

   - The viewpoint of youth in transit, which starts from their reported experience, anxieties, sense of ignorance and incompetence, complaints, and on the basis of such "empathic" evidence devises programmes which are intended <u>either</u> to increase their competence to use the transition process constructively and to gain the outcomes they want, <u>or</u> to modify the structural elements in the transition process (having judged where the shoe pinches) to better fit the competences and ambitions of youth.

A classification of transition programmes based upon such distinctions would help to make cross-cultural comparisons and co-operation easier; but given the complexity and inter-dependence of all the cultural features that are related to transition and its outcomes, it would be wise to ensure a multi-disciplinary approach to basic research, programme definition and outcome evaluation : economics, education, sociology and psychology.

It is also difficult to see, if one accepts the logical implications of such a way of analysing the bases and purposes of transition programmes, that one can dissociate issues of transition from the broader questions of the relationship between socialisation processes, on the one hand, and the essential social roles that people must fill, on the other, including the belief, value and attitude systems that give meaning to the way that people discharge the responsibilities that attach to those roles.

Schools & Transition

What should be the schools' contribution to preparing young people for the transition to working life ? The conference has appeared in general agreement that (a) our educational systems have been rendered obsolete in their values and purposes by the rapidity of socio-economic change, that (b) they are yet another fleet of super-tankers, incapable of efficiently speedy response to change, and that therefore, (c) the tasks of vocational preparation and training are best left to structures to be entered when the years of compulsory schooling are completed, or at a later stage when the young person has completed as much general education as he/she can absorb, and provided either by the labour market and the department of labour co-operatively, or by voluntary and private initiative.

North and South appear to have common cause and common complaint: the excessively academic and impractical nature of general education; which some of us find surprising. We had believed that former colonial powers in many areas of the South had sensibly developed educational systems for the indigenous populations with a heavily vocational emphasis, and had assumed that they would have been further developed following the end of colonial rule. What we had not appreciated, and now find ironic, is that such systems have been generally rejected because (a) they were not the systems of first choice by colonial settlers for their own children, and (b) still do not gain students access to the most highly paid, secure and prestigious employment.

However, the strong similarities of curriculum purpose in schools world wide and their robust viability should make us pause from concluding the argument against them so readily. Educational systems certainly are super-tankers, but there is an abundance of captains in a very crowded wheel-house these days and most of them have their hands on the wheel to keep it firmly on course rather than to change it. European societies expect many things of education and not all of their expectations are reconcilable. Perhaps, also, we expect too much.

First, we expect command of the mother tongue, in written and oral forms, of basic numerical calculation and measurement, and that schools instil the habits of a healthy way of living and the values and beliefs of Christianity - mens sana in corpore sano.

Second, we expect education to discipline the mind in the ways of valid thought, argument and the evaluation of evidence, and to introduce the young to the major disciplines of the arts, humanities and sciences, to cultivate imagination, discrimination and creative thinking, so that the major achievements of the human spirit may not be lost, but rather, added to, generation by generation. Such aspirations are not irrelevant to the development of economic capacity. They are collectively referred to as scholarship.

Third, with the growth in complexity of social processes and in their rate of change, we have increasingly come to expect our schools to do much more than formerly to make children skilled and wise in the ways of the world and to prepare them for the demands, opportunities and obligations of citizenship. We expect education to develop the manual and transactional competences of practical citizenship required by the roles of consumer, home-maker, parent and, of course, worker; and we expect it, also, to develop the moral sensitivities required of responsible citizenship implied by the obligation to participate in the democratic process /voter, committee member, neighbour and resident in a community. as

Fourth, and perhaps the most recent claim that we have come to press upon schools in Western Europe, is that education should cultivate children's individual personal development, to enable them, in part, to form intimate personal relationships that conduce to a mutual enrichment of the sense of altruistic fellowship, and in part, to form their own values and commitments, decide their own beliefs, make their own choices, even their own mistakes, and become thereby autonomous, self-determining individuals. This is the yeast in the social process.

Of course, these claims are pressed with differential emphases by different sectors of our populations, of which the democratic process has to take account. Those who press the utilitarian claims of the labour market and the need for an increased educational contribution to "wealth creation" tend not to be the same people who demand a greater educational contribution to understanding the global moral issues of citizenship, such as human rights, the destruction of the environment and the inequitable distribution of resources, even though the only competitive element in these claims is that for school time. Nor, given the multi-cultural mix in the populations of Northern Europe, can Christianity remain the only religion and source of values provided by schools.

Our expectations of schools have vastly increased in the past 25 years. Furthermore, it is evident to us that the debate about "transition" must focus on all aspects of adult life and the social virtues of the future that we aspire to, and not be confined to merely occupational matters. Notwithstanding, educational change has taken place, both structural and curricular, and continues. It is arguably unreasonable, given the scope of present requirement, to complain about the pace.

There are many reasons why the pace of educational change cannot be faster, not least the diversity of new claims and a resistance against discarding any of the old, familiar ones ! We mention only the following :

1. One cannot simply add to the school curriculum as if it were both infinitely expandable and no more than the sum of its elements, any more than one can make a car go faster merely by putting in another engine or substituting bigger wheels. A school's curriculum is given by design or achieves through unwitting evolution a coherence, harmony and balance. To shift the balance or enrich its composition requires redesign of the entire package, both content and methods, and has implications for assessment too.

2. There are conflicts of value in the claims that are pressed. For example, Christianity, which still provides the moral framework of most young people's education in Europe, impresses the value of work as disinterested service, and thus contributes in some unknown measure to school-leavers' preference for professional employment. It offers bleak encouragement to those who would embrace the virtue of wealth creation and the entrepreneurial spirit in its capitalistic sense where success was once defined as "the ratio of profit to personally invested effort".

What we do agree is that education should be protected from capture by any single doctrinnaire view of the place and purpose of economic activity in national life, and that the most adequate of foundations needed by the young to embark upon vocational education and training should be laid down in the years of compulsory schooling, so that there shall be curriculum continuity between what the schools lay down and what institutions of vocational training seek to erect upon them.

Considered in the context of the full range of tasks that schools are asked to undertake, this implies a graduated phasing in of work-related matters, a shifting balance of emphasis * over the later years of schooling and the years of explicitly vocational education and training. This transition, at least, should be smooth and protracted rather than abrupt and discontinuous.

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* see, for example, the paper by Dr Kees Meijer, Netherlands.

A REPORT ON THE CONFERENCE

by Dr. A. Datta, University of Zambia.

The Wageningen Conference on the theme 'Youth Programmes and the Transition from School to Work' was organised on two basic principles: (1) an exchange of views of people from the 'North' and the 'South' about how best to solve the problem of youth unemployment, and (2) to bridge the gap among research, policy-making, and implementation of actual programmes for training, and generally preparing the youth for the world of work.

1. Organisation

The conference was an exercise in strengthening the continuity of, what in the absence of an alternative terminology, can be called 'the North-South dialogue' in this field. Such a dialogue was started several times and in many places; however, support of a wide range or organisations which made the dialogue possible was also responsible for making it haphazard, insofar as the sponsoring agencies were not themselves coordinated. The Wageningen conference came in the wake of the Sussex conference, held in 1984, and highlighted the relevance of some of the questions which emerged but remained unanswered at Sussex.

The shorthand label, 'the North-South dialogue', conveniently hides different trends, often moving at cross-purposes, both in the industrial and the developing countries. This is why a conference such as the one at Wageningen had necessarily to include as many representative cases as possible. The conference has by and large satisfied this criterion with the exception of certain notable gaps.

An analysis of the geographical representation of the 53 papers submitted to the conference gives the following breakdown: (1) General and cross-cultural 5; (2) Africa 16; (3) Asia including Papua New Guinea 15; (4) Europe and North America 12; and (5) Latin America including the Caribbean region 5. Of the papers in the last category, clearly under-represented, two were on Colombia and one on Chile. Significant gaps in the region were Argentina, Brazil and Mexico, although the first two countries were touched upon in the two papers dealing with the Latin American scenario in general. On the other hand, Africa, as pointed out above, was more than adequately represented, judged by the number of papers. But even here a notable absence was Nigeria, a country which deserved to be represented in its own right.

2. Proceedings

The conduct of the conference was generally efficient and business-like. The two plenary sessions - one each at the beginning and the end - punctuated by a series of small group meetings were well conceived and yielded handsome results. Group meetings were often focused on the identical theme with alternative examples being discussed at the same time - a fact which might have proved frustrating to those who had interest in more than one case. But probably this could not be helped what with the constraint of time.

A procedural problem which continued surfacing itself in various meetings was how to involve all, or at least most, participants without sacrificing an in-depth analysis of the subject under study. Not only did participants come from diverse countries, their backgrounds were different, and so were their approaches. This is a common problem in many international meetings. In the Wageningen conference, however, the difficulty was accentuated because of the 'cluster' principle which the organisers deliberately (and with convincing logic) pursued to bring together planners and policy-makers, practitioners and academics. Understandably the problem could be dealt with adequately only with an efficient chairperson and given a sufficient degree of tolerance of and willingness to listen to others. Fortunately there was no problem with regard to the second condition, but getting the right people to chair the right meetings was not always easy. Apart from being knowledgeable on the subject matter of the session, such people were ideally required to have preferably thorough personal experience, some understanding of the viewpoints of the different categories in the 'cluster' - a rare combination to be found anywhere.

3. Conclusions: the African Perspective

The high-water mark of the proceedings was reached during the final plenary session when the representatives of four regions (Africa, Asia, Latin America and Europe) presented the conclusions reached by their respective groups. Earlier, members of each group had met separately to consider the 'terms of reference' specified by the organisers. The present writer's research interest being oriented towards Africa, a critical summary of the conclusions of the African group is set out here in some detail.

The viewpoint of the African region was presented by Mr. K. Mabatla, Coordinator of the Lesotho Foundation for Education with Production (FEP). Speaking

on behalf of the nine countries represented from the continent (Botswana, Ghana, Kenya, Lesotho, Sierra Leone, Tanzania, Uganda, Zambia and Zimbabwe), Mr. Mabatla made a number of observations on the issues raised by the conference and concluded his presentation by recommending several courses of action. Among the observations made were the following:

(1) The African group took note of the operation in the continent of a variety of projects on the theme 'From school to employment' and felt that in the launching and implementation of the recommendations emerging from evaluative studies of some of these projects, the question of priorities was relevant.

(2) In establishing criteria for priorities, the needs of individual countries as well as the availability of resources were to be taken note of.

(3) The group believed that there was a great need to spell out the existing as well as the ideal relationship among donors, receivers and users. This would highlight the phenomenon of donor dominance in mounting training programmes and raise the question: who benefit from such programmes and evaluative researches ?

(4) On the issue of evaluative research, the African group thought that for achieving the best possible results, self-evaluation had to be combined with evaluation by external agencies.

The courses of action recommended by the African group were as follows:

(1) There is need for setting up an association of people interested in the theme of the conference; if there is already such an organisation, it should be strengthened.

(2) An inventory of projects, organisations carrying out such projects, evaluative and other types of researches, and researchers need to be prepared.

(3) The information contained in the inventory and other pertinent information should be disseminated among interested people in the continent.

(4) An attempt should be made to formulate appropriate guidelines for researchers, especially when they work in projects financed by foreign donor agencies.

(5) Every effort is to be made to involve African institutions of higher learning in research and to ensure that they play an important role in planning and carrying out such research.

The conclusions and recommendations of the African group carry unmistakeable marks of the history of the continent and the contemporary situation in which African countries find themselves. Even in dealing with such a pressing problem as the school leavers' crisis, the question of priorities is important to such countries because of the extreme paucity of resources. Where else will the issue of the donor's dominant role raise its ugly head, if not in Africa where recipient countries have repeatedly been victims of 'neo-colonial' operations ? The same point also explains the group's demand for self-evaluation of projects since external assessment, apart from being ill-informed at times, may be suggestive of outside control.

In the same way as the observations, the recommendations of the African group too embody African reality. Most of these reflect the group's concern for the creation of an infrastructure, including the preparation of an inventory and an association of interested people, and the dissemination of information, to tackle the problem of youth unemployment at a regional and continental level. Sadly this - a pre-condition for coming to grips with the issue globally - is yet to be achieved in Africa, despite the two and a half decades of the existence of the Organisation of African Unity with its diverse allied agencies. The African group also stressed the need for formulating appropriate guidelines (someone even spoke of a code of conduct) for researchers working in projects funded by foreign donor agencies - pointing once again to Africa's preoccupation with 'neo-colonialism'.

4. General Conclusions

When these points are seen in the context of the conclusions of other groups, a continuum of differential responses to youth unemployment seems to emerge. At one end stood the Western group, without even a pretence for a consensual understanding of the problem and necessary actions. The other extremity of the continuum was represented by the African and Asian groups. Both, characterized by a high degree of unanimity, attached considerable importance to the creation of an infrastructure, systematisation and dissemination of relevant information, and the need for the coordination of disparate efforts.

The Latin American and Caribbean group could be placed in the middle of the continuum. Like the African and Asian groups, members of this group also expressed some concern about the risks involved in the employment of

foreign consultants and the isolation of local researchers from policy-makers in specific countries. All the three groups emphasized that coordination of efforts to solve the problem of the transition from school to work at both the formal and non-formal levels was of the utmost and imminent importance. And of course to people from the three non-Western groups constraint of resources remained a very strong impediment to the implementation of specific projects. Yet the Latin American-Caribbean group did not go the whole hog with the African or even with the Asian group in laying a heavy stress on regional coordination and the need for developing a data-infrastructure.

It is a pity that the differences in the responses of the four groups to the problem of the school-work transition could not be subjected to an in-depth analysis and scrutiny. When a participant drew the attention of the concluding session to this phenomenon, some members of the Western group explained it (away ?) by arguing that the responses of the groups were different because the problem each group faced was different from those which other groups were confronted with. The debate having reached the close of the last session, it was probably too late to raise the question: If our problems are different, why are we then attending the same conference ?

Maybe this can be the focus of the next conference; an interesting subject to combine theory and practice, in addition to drawing together, once again, the 'North' and the 'South', and the three categories in a regional or country 'cluster', that is, practitioners, policy-makers and professors. If this happens, we will perhaps see that it is not merely the 'Northern' and the 'Southern' representatives who are constructing reality differently. The same(?) phenomenon is being interpreted variously, in a 'Roshomonesque' manner, even by the constituents of the same 'cluster'. This will understandably provide food for thought to the theoretician to ponder à la Durkheim on the nature of a social fact or even to go beyond him to the metaphysical question: What indeed is reality ?

On the other hand, someone may simply say that in issues surrounding the school-work transition we face basically the same problem in the four corners of the globe, but the problem has many faces, characteristic of the societies where they are to be found. It thus behoves a discerning observer to compare the different forms in which the problem manifests itself

so that he is able to comprehend and explain this complex phenomenon. Probably it is this, more than anything else and certainly more than the idea of a donor-recipient rendez-vous, which justifies a conference such as that took place at Wageningen.

All this sounds exciting, but for the time being it is our duty merely to take cognizance of and reflect on what took place at Wageningen, and not to prejudge what still lies in the realm of possibilities.

A COMMENT

by Dr. H. Bergmann, West-Germany.

Dr. H. Bergmann, of the German Agency of Technical Cooperation (GTZ), has written a short report on the conference to inform his own institution on the themes and issues discussed in Wageningen. Part of his information is descriptive and does not add to the report of the Steering Committee. On pages 5 to 8, however, he formulates some criticism and ideas we consider to be of interest to all participants. The relevant sections presented here are translated from the original German text.

"Criticism

Besides the fact that there was insufficient time to read and digest the rich fund of documentation, the main criticism concerns a certain lack of structure in the preparation of the huge amount of information. Consequently, the wealth of experience, mainly presented in relation to the programmes and projects of the participating practitioners, was not used as it could have been, at least for the conference as a whole. The following points merit specific attention:

- The target group, youth after completing formal schooling, was not systematically presented and discussed. Consequently, it remained relatively abstract, while the different concrete situations only appeared at certain moments as sidepoints, in examples. It was therefore impossible to relate individual programmes and projects to specific situations and to the problems of parts of the target groups.

  The macro-economic and political situation, in which the problem of the transition from school to the world of work tends to arise, was not systematically presented nor analysed. The situation of youth after finishing their formal schooling is certainly different in a predominantly rural country of Black Africa, in the marginal areas of Latin American cities, in an Asian new industrial state, or in an European or North American industrial country, stricken by a world recession. The differences in economic, cultural and sociological situations of youth are so important, that they certainly had to be elaborated, while assessing the presentations of the different attempts to solve their problems, in order to give the group discussions a frame of reference that would have transcended the cases presented.

- Also, the different types of youth programmes that were indicated in the programme of the conference were neither systematically presented nor worked-out in their structural elements. The discussion of classical vocational training, programmes for rural youth and programmes for marginal groups in urban slum areas was, for that reason, rather incoherent.

- The results of the individual group discussions were not presented in a plenary session until the final one. The participants to the conference consequently are thrown on the final report that is planned for 1986, in order to have an overview and an evaluation of the results of the conference.

Results

To the positive results of the conference undoubtedly can be counted the many interesting case studies, which certainly have to be elaborated in a systematic way. Since GTZ is interested precisely in reinforcing non-formal education and in the coming years intends to focus on the problems of urban youth, it is important to have at our disposal a minimum of documentation and resulting project concepts. However, an elaborated concept of youth employment, or the struggle against youth unemployment, or the transition of youth to self-employment, did not become clear. Even more serious it seems to be that not even the necessity of the elaboration of such concepts, or of a set of situation-bound concepts, was observed. The earliest attempts one finds within the churches, which approach the situation of youth as a life situation rather than merely as a situation of unemployment.

The University of Geneva is involved in an interesting attempt to elaborate and implement practical subjects in the secondary schools of Benin. One is experimenting with a method that should promote self-reliance and an adaptation to local possibilities.

In comparison with the Dutch and British colleagues, the contributions of the German researchers to the study of educational and employment problems in Third World countries were modest. However, one must add that the German delegation was unexpectedly small and possibly not representative.

SOME PROPOSITIONS ABOUT THE TRANSITION FROM SCHOOL TO WORKING LIFE

by Kenneth King

The following notions emerged from attending the Wageningen conference, and reflecting on some of the gap in our problematisation of the issue of transition.

1. There needs to be more attention given to locating the notion of transition in a particular youth unemployment context at a particular period of time. The transition literature apeared in a number of industrialised capatalist countries during the late 1970s, but in the manner of such concepts it gained a currency that implied it had equal force worldwide. The problems of transition are not in fact common even across the industrialised 'North', since it is clear that the situation is fundamentally different in the Soviet Union and Eastern Europe. Nor is there commonality between the free market industrial countries of Europe and the majority of developing countries of the 'South'.

2. Transition is a minority problem in the North, but a majority problem in the South. The sudden absence of paid work for a minority of young people leaving compulsory education was the origin of the transition problem in the industrialised countries. This problem was accentuated in those industrialised countries, such as Britain, where the majority of young people had not wished voluntarily to continue with education after the compulsory period. In the developing countries by contrast, the transition from school to any form of paid work has been restricted often to as few as 10% of the age cohort,- the rest having to enter family agriculture, petty self-employment, and the urban informal sector.

3. The transition problem looks like being transitional in a number of the industrialised countries, since the dramatic reduction in the actual numbers of young people coming on to the labour market will itself begin to take care of the mismatch. In a large number of the developing countries there is no parallel reduction anticipated in the age cohort leaving school. Indeed for a significant number of countries, especially in Africa, there are still few signs that the currently high birthrates are tailing off.

4. Even in Europe, we appear to lack a satisfactory historical account of the changing relations amongst schooling, youth training programmes and work (the three elements in the formal title of the conference). In the most recent crisis it has been commonplace for Western European governments to seek to replace work opportunities by training places for the many thousands of young people unable to find jobs after school. But is this the first time that there has been a near guarantee of training, at government expense, if jobs were not available? Certainly in some countries, the extent of government intervention in the training market has been such that it has begun to alter dramatically traditions of who is responsible for organising and paying for training. Older traditions of learning on the job (which in many situations had virtually no explicit training component) stand fair to be altered towards a much more standardised set of vocational qualifications. This replacement of informal induction by formalised training schedules may be judged as an achievement of the unemployment crisis, almost regardless of the jobs that may or may not be available. The training schemes of Europe are quite a lot concerned with the spread of training mentality in industry and commerce; indeed this concern with proper vocational preparation for young people antedates the rise of youth unemployment, at least in a number of countries.

5. At one level, and within the EEC, it sometimes appears that countries are pursuing rather similar solutions to a common problem. But just as there is very little similarity between the industrialised Northern countries of Europe as a whole and the developing countries in respect of youth unemployment measures, so perhaps within Europe and even within the EEC, there may be a good deal less similarity than there seems superficially to be. Is there really a substantial amount of common ground amongst the last decade's training initiatives in Germany, France and the UK? Is there not a sense in which current solutions are much more an expression of national traditions of training, and can only be properly understood in terms of the historical evolution of training in a particular country?

6. In the light of the above, it would be useful to contrast the change in the transition experiences of individual countries over time, as well as between countries in similar regions, and across the divisions of industrialised and developing country status. The historical contrast between transition in the 1960s and in the 1980s might reveal very major differences within this 20 year period as well as fundamentally different patterns of change over time between the North and the South. Some of the factors that need much closer attention within this changing pattern are 1. the nature of the youth labour market 2. the impact of technological change, especially on traditionally female jobs 3. the class dimension of transition. For instance, it seems clear that the actual composition of the available jobs for young people has changed much more dramatically for young people in industrialised countries than for youth in developing countries. And much more dramatically for those who used to leave school early than for those who haved aspired to higher education. For the former there is a great deal of rhetoric about the way that new technologies are reshaping jobs, and training schemes, and making for great deal more mobility. But there is currently a lack of very detailed accounts of how 1980s jobs are different from those that sound similar in the 1960s, and how their respective training periods are differently organised, financed and assessed.

7. By contrast in the developing countries, the jobs haven't changed, but rather the education level of the people going into them. This is of course a simplification, but there is a substantial measure of truth in the suggestion that one of the main distinctions between the 1960s and the 1980s is that the same relatively small number of formal sector jobs are performed by more educated young people. The evaporation of a formal sector labour market for primary school leavers has not been greeted by national emergency training-cum-employment schemes (as in the industrialised countries with post-compulsory unemployed), but by an acknowledgement that very little can be done about this dimension of the diploma disease. There are of course youth training schemes of various kinds, but none even begin to have the comprehensiveness of their European counterparts. There is simply not the finance to support it, for it must be remembered that those failing to get into the wage and salary sector after school in the developing countries the majority of the age cohort, and not the minority as in Europe.

8. There is perhaps one area where there does appear to be some comparability of response between the developed and developing countries, and that is the tendency in both cases for the transition problem to create a back wash on to the school system. The very presence of unemployed youth, and the erection of training schemes has led perhaps inevitably to a dialogue about the contribution of the school to the improvement of pupils chances in the labour market. When the whole apparatus of post-school training is so expensive, there are bound to be powerful pressures to try and get schools to break some of the ground. At least, it is suggested, they could pay more attention to the creation of a spirit of selfreliance and a readiness to try self-employment. Transition problems, thus, wash back into the schools and have impact on new curricula, new suggestions for guidance and career counselling, new exposure to practical skills and work experience. There is very considerable scope for examining some of these school effects of the phenomenon of transition.

9. A final comment on the transition literature must focus on the need for research to straddle work on schools, on training programmes and on the world of commerce and industry. Transition research has by definition to be diversified, and to have competence in the areas of technical and vocational education; work, employment, the labour process and training; and also technological change and the application of new technologies in industry and commerce. One unanticipated result of these transition research projects, therefore, is likely to be a cluster of researchers with competencies that straddle the worlds of education, training and workplace.

Kenneth King

References:

1. For further discussion of the differences in transition policies in the North and South, see K. King, Education and Youth Employment, lead paper to 9th Commonwealth Ministers of Education Meeting, Cyprus July 1984 (Commonwealth Secretariat, London)

APPENDICES

Appendix I.

LIST OF PARTICIPANTS, VISITORS AND COMMITTEE MEMBERS

A. Full participants

Dr. D. Amarasinghe

National Apprenticeship Board of Sri Lanka,
35, Second Lane, Koswatta, Nawala, Sri Lanka;

- administrator in charge of planning and implementation of training programmes in NAB; has developed innovative programmes for training rural youth: "village level Apprenticeship Programme".

Prof.dr. M. Bayer

Faculty of Education, University of Duisberg, West Germany;

- professor for intercultural education; researcher, consultant, project-leader, working with migrants.

Dr. H. Bergmann

German Agency for Technical Cooperation (GTZ), Eschborn, P.O. Box 5180, D-6236 Eschborn 1, West-Germany;

- coordinator section general education; involved in work orientation projects in Tanzania and Ruanda.

Dr. J.K. Boakye

Centre for Development Studies, University of Cape Coast, UPO Box 068, Cape Coast, Ghana;

- researcher, has done work on non-formal youth programmes and currently monitoring and evaluating Ghana's Continuation School' programme.

Dr. W. van den Bor

Agricultural University, Department of Education and Teacher Training, Hollandseweg 1, 6706 KN Wageningen, the Netherlands.

- researcher, coordinator involved in research and development projects on rural education, both in the Netherlands and developing countries.

Dr. O. Corvalan

CIDE, Casilla 13608, Erasmo Escala 1828, Santiago 1, Chile;

- researcher involved in action-research on youth training programmes and education with production in Latin America.

Dr. A. Datta

Director, Educational Research Bureau, UNZA, P.O. Box 32379, Lusaka, Zambia;

- researcher, interested in methodologies of research on youth training.

Dr. P. Daws

Department of Educational Policy, University of Ulster at Coleraine, Londonderry, Northern Ireland;

- project leader, youth project (EEC Transition Programme)

Mr. P. Dijkstra

Westerweg 2, 1862 CE bergen, the Netherlands;

- adult education; experiences in Asia, Africa and Latin America; consultant.

Drs. A.B. Droogleever Fortuijn

Institute for Sociology, University of Amsterdam, Oude Hooghstraat 24, 1012 CE Amsterdam, the Netherlands;

- chairman WGOO; researcher involved in educational research in Latin America (Venezuela) and the Netherlands.

Dr.(Ms) M. Ducci

CINTERFOR, Casilla de Correo 1761, Montevideo, Uruguay;

- researcher and vocational training expert of regional technical co-operative projects in different vocational training fields.

Mr. A. Espinoza

Senior Vocational Training Officer, International Labour Office (ILO), 4, Route des Morillons, CH-12 11, Geneva 22, Switzerland.

Mr. A. Fowler

CDP, P.O. Box 59343, Nairobi, Kenya;

- consultant involved in evaluation and advisory services for vocational training and youth programmes in East-Africa.

Mr. K. Franklin

Section Strategy, Evaluation and Research, Manpower Services Commission, Moorfoot, Sheffield S1 4PQ, United Kingdom;

- researcher involved in evaluation of the Youth Training Scheme.

Mr. M. Fungati

Zimbabwe Foundation for Education with Production (ZIMFEP), c/o P.O. Box 298, Harare, Zimbabwe;

- ZIMFEP is involved in alternative education, formal and non-formal centred around production, and runs a number of farm schools, assists in establishing school leavers in jobs and in cooperatives, providing ongoing services.

Dr. L.E. Gonzales

Programma Interdisciplinario de Investigaciones en Educación (PIIE), Brown Sur 247, Santiago de Chili (Nuñoa), Chile;

- researcher; has done work on the role of formal and non-formal education in promoting and supporting economical activities which could contribute to reduce unemployment among young people.

Ms. M. Hampango

Ministry of Youth & Sport, Department of Youth Development, P.O. Box 50700, Lusaka, Zambia;

- coordinator of Youth Training Programmes in the Southern Province,Zambia.

Mr. F. Hamer

District Training Centre, Rada, Yemen, Arab Republic;

- technical advisor to youth training projects.

Mr. R. van Herwijnen

Centre for Work Orientation and Vocational Training (CBB), Wassenaarweg 5, 6843 NX Arnhem, the Netherlands;

- director CBB; involved in specialized vocational training for unemployed youth.

Dr. W.H.M.L. Hoppers

Centre for the Study of Education in Developing Countries (CESO), P.O. Box 90734, 2509 LS The Hague, the Netherlands;

- researcher, consultant involved in training and employment programmes for youth in Africa, as well as in education with production.

Dr.(Ms) Z. Jennings

Department of Educational Studies, University of West-Indies, Mona, Kingston 7, Jamaica, W.I.;

- researcher, carried out studies on Work-Experience Programmes in Jamaica and on education-work linkages for CARNEID; currently working on appraisal of Human Employment and Resource Training (HEART) Programme.

Dr. (Ms) N. Joshi

Managing Trustee, UNNATI, Foundation for Constructive Development, 26 Sardar Petal Nagar, Ahmedabad 380 006, India;

- researcher, practitioner self-employment programmes for rural youth.

Mr. Cheng Kai Ming

Department of Education, University of Hong Kong, Hong Kong;

- researcher, involved in technical education and vocational training programmes.

Dr. A. Kamya

Institute of Development Studies, University of Sussex, Brighton BN 1 9RE, United Kingdom;

- researcher, economist, involved in studying youth unemployment in Southern Africa.

Dr. B. Khadria

Research fellow, Tata Institute of Social Sciences, Deonar, P.O. Box 8313, Bombay 400 088, India.

Dr. K. King

Department of Education, University of Edinburgh, 10 Buccleuch Place, Edinburgh EH8 9JT, Scotland;

- researcher, consultant on technology, science education and vocational training programmes; experience in Africa, Latin America and Asia.

Mr. J. Klumper

National Steering Group Socio-cultural Activities for the Unemployed (SKW), P.O. Box 85, 3980 CB Bunnik, the Netherlands;

- coordinator SKW; involved in several projects for unemployed youth as manager and practitioner.

Mr. R. Kukler

National Youth Service of Kenya, c/o Netherlands Embassy, Box 41537, Nairobi, Kenya;

- planner and researcher with previous experience in Botswana Brigades and in Servol, Trinidad; has done comparative research on different youth training programmes; has done tracer studies of Brigade leavers and KNYS leavers.

Dr. V. Lenhart

University of Heidelberg, Akademiestrasse 3, 6900 Heidelberg, West-Germany;

- president of the Committee on Educational Research in cooperation with Third World Countries in the German Educational Research Association; researcher on vocational training in developing countries.

Dr. K. Lillis

Institute of Education, University of London, 20 Bedford Way, London WC1H OAL, United Kingdom;

- lecturer, researcher in the field of vocational education in developing countries.

Mr. K. Mabatla

Coordinator Lesotho Foundation for Education and Production, The Palace, Maseru, Lesotho;

- Foundation coordinates activities of Lesotho agencies involved with youth; promotes alternative skills training with production in school and out-of-school.

Mr. D. Makwati

Serowe Brigade Development Trust, P.O. Box 695, Serowe, Republic of Botswana;

- agriculture advisor for the Boiteko project, a small cooperative of women attached to Brigade Centre.

Mr. S. Maligi II

Executive Director, Sierra Leone Opportunities Industrialisation Centre (SLOIC); Tower Hill, P.M.B. 388, Freetown, Sierra Leone;

- SLOIC provides skills training to disadvantaged youth in Sierra Leone with additional programme in business and management. Focus is both on wage- and self-employment.

Mr. M. Manyanga

Director Vocational Training Division, Ministry of Labour & Manpower Development, National Vocational Training Division, P.O. Box 2849, Dar-es-Salaam, Tanzania;

- administrator looking after formal vocational training centres and with a special interest in post-primary technical training centres.

Drs. K. Meijer

Institute of Applied Sociology, University of Nijmegen, Graafseweg 274, 6532 ZV Nijmegen, the Netherlands;

- country coordinator EC-Transition Programme for the Netherlands; researcher.

Sr. R. Montrichard

Deputy Director Servol, c/o St. Mary College, 75 Frederick Street, Port of Spain, Trinidad, W.I.;

- practitioner, planner; among other activities Servol runs training centres for school drop-outs.

Ms. M. Morgan

Ilfracombe Comprehensive School and Community College, 43 Otter Way, Spring Park, Whiddon Valley, Barnstaple, Devon EX 32 8PS, United Kingdom;

- deputy head of the school.

Ms. J. Mtukwa

Commonwealth Youth Programme, Africa Centre, P.O. Box 30190, Lusaka, Zambia;

- lecturer in youth work, teaching in-service courses for youth workers in Commonwealth Africa, previous experience as project officer for skills training income-generating projects in Zimbabwe.

Mr. W. Orwa

Kenyatta University College, Nairobi, Kenya;

- lecturer and researcher on Village Polytechnics, former Youth Training Officer in the Ministry of Labour & Social Services in charge of VPs.

Dr. (Ms) Kamala Peiris

SIYATH Foundation, 6 Ballantare Road, Nediwala, Dehiwala, Sri Lanka;

- researcher and director of a small organisation involved in training and running employment-creative projects at the grassroot level, mainly for young women.

Mohd. Soffian Abdul Rahim

Director-General, Youth Division, Ministry of Culture, Youth & Sports, Wismakeramat, Jalan Gurney, Kuala Lumpur 15-01, Malaysia;

- administrator, in charge of developing and implementing vocational training for school leavers as well as the Youth in Business Programme, orientating and establishing youth in self-employment activities.

Mr. H. Reiff

Division of Education Policy and Planning, UNESCO, 7 Place de Fontenoy, 75700 Paris, France;

- researcher and planner with strong interestin education and work.

Dr. J. Salmi

Institute of Orientation and Planning of Education, BP. 5016, Rabat-Aviation, Morocco;

- researcher, consultant to Ministry of Education on Vocational Schooling programme.

Ms. B. Schlotmann

Herderstrasse 65, 4000 Düsseldorf, West-Germany;

- field officer, youth project(EEC Transition Programme).

Dr. H. Schönmeyer

Social-psychological Research Centre on Development Planning, University of Saarland, Im Fuchstälchen, D-6600 Saarbrucken, West-Germany;

- researcher involved in vocational training projects for refugees and Sudanese in Eastern Sudan.

Ms. H. Sherlock

Portland Health Department, P.O. Box 16, Port Antonio,Portland, Jamaica,W.I.

- project manager, upgrading primary health care, pilot district Portland project; works on developing and implementing income generating projects among rural groups, especially young women.

Ms. Wisanee Siltragool

Department of Non-formal Education, Ministry of Education, Bangkok, Thailand;

- staff officer on non-formal education, member of fieldstaff of INNOTECH project Delsilife, developing training and work activities involving village groups.

Dr. M. Sinclair

Flat 4, Egerton House, 59/63 Belgrave Road, London SW1V 2 BE, United Kingdom;

- former assistant Director, Education Programme, HRDG, Commonwealth Secretariat, London; researcher on youth programmes in Canada.

Dr. R.R. Singh

Reader, Department of Social Work, University of Delhi, Delhi - 110007 India;

- lecturer in social policy and social development, youth development; area of research interest in social planning and welfare services.

Dr. (Ms) S. Singhal

Associate professor, Zakir Husain Centre for Educational Studies, J. Nehru University, New Delhi 110067, India;

- researcher, interested in methodologies of research on youth training.

Mr. N. van der Stoep

Stadionlaan 75, 3583 RC Utrecht, the Netherlands;

- former project officer ICCO, consultant on community development programmes in Africa.

Dr. H. Sünker

Faculty of Education, University of Bielefeld, P.O. Box 8640, 4800 Bielefeld 1, West-Germany;

- researcher, involved in special programmes for youth of minority groups in Germany.

Mr. A. Tuynman

Institute of International Education, University of Stockholm, S-106 Stockholm, Sweden;

- student.

Dr. G. Vulliamy

Department of Education, University of York, Heslington, York YO 1 5DD, United Kingdom;

- researcher involved in case-studies of SSCEP-schools in Papua-New Guinea.

Dr. S.G. Weeks

Director, Educational Research Unit, Faculty of Education, University of Papua-New Guinea, Box 302, U.P.O., Papua-New Guinea;

- researcher, has done extensive work on school leavers in East-Africa, now involved in the Secondary School Community Extension Project (SSCEP) in PNG, combining formal and non-formal elements in preparing youth for work.

Mr. B. Woldegabriel

c/o Dr. H. Schönmeyer, University of Saarbrücken, Im Fuchstälchen, D-6600, Saarbrücken, West-Germany;

- member management group of vocational training project in Sudan.

B. Other Participants

Dr. M. Carton

Institute of Development Studies, University of Geneva, 24, Rue Rothschild, 1211 Geneva, Switzerland;

- researcher, consultant on education and work involved in school production programme in Benin.

Mrs. C. Coombe

c/o Education Programme, HRDG, Commonwealth Secretariat, London, United Kingdom;

- post primary education and training in Africa.

Dr. T. Corner

Department of Education, University of Strathclyde, Glasgow, Scotland;

- researcher involved in projects on Training, Education and Employment for minorities (TEEM) with Strathclyde Regional Councils.

Dr. L.F.B. Dubbeldam

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- researcher, consultant; evaluation studies and primary education in East Africa and South East Asia.

Dr.(Ms.) D. Elbers

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Ms. S. Kokhuis

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- teacher trainer and member of the Dutch Advisory Council on Youth Policies.

Prof.Dr. O. Nordland

Professor, Nordisk Institute, University of Oslo, Blindern, Norway;

- professor in cultural history.

Dr. (Ms) E. Nordland

Professor, Department of Education, University of Oslo, Bjerkäsen 19, 1310 Blommenholn, Norway;

- research, teaching and planning youth programmes.

Drs. T. Oltheten

Centre for the Study of Education in Developing Countries (CESO), P.O. Box 90734, 2509 LS The Hague, the Netherlands;

- researcher, consultant, involved in non-formal programmes for youth and adults in Latin America.

Ms. R. Turksma

CDP, Achter Aarenburg 25, 3511 JH Utrecht, the Netherlands;

- consultant, advisor on women's programme, including Women's Centre, Rada, Yemen Arab Republic.

Mr. G. Welbers

Director IFAPLAN, Coordinating agencies for EEC Transition Programmes, Stadwaldgürtel 33, D-500, Cologne 41, West-Germany;

C. Committee members

Organising Committee

Mr. E. Droogleever Fortuijn
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Dr. W. van den Bor
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Conference Steering Committee

Mr. E. Droogleever Fortuijn
Dr. W. van den Bor
Dr. W. Hoppers
Ms. Dr. K. Peiris, Sri Lanka
Dr. O. Corvalan, Chile
Dr. K. King, United Kingdom
Dr. V. Lenhart, Federal Republic of Germany.

Appendix II.

CONFERENCE PROGRAMME

time		theme and contributors
Sunday 15th Dec.		Arrival of (most) participants Registration and introduction
Monday 16th Dec.		
08.30 - 10.30		Registration.
10.30 - 10.45		Opening
10.45 - 13.00	(1)	Keynote Speeches : - Mr. W. Kok, ex-Chairman F.N.V., Dutch Trade Union. - Mr. C. Welbers, Director IFAPLAN, Cologne, West-Germany - Mr. O. Corvalan, CIDE, Santiago De Chile
14.00 - 16.30	(2)	Macro-policies I. (views of governments on youth problems and strategies to ease transition from school to work) Contributors: (a) - Ms. M. Hampango, Ministry of Youth & Sport, Zambia - Moh. S. Abdul Rahim, Ministry of Culture Youth & Sports, Malaysia (b) - Mr. M. Manyanga, Ministry of Labour & Manpower Development, Tanzania - Mr. K. Franklin, Manpower Services Commission, United Kingdom
16.30 - 18.00		Get together and drinks for all participants.
evening		Free for introductions and informal discussions
Tuesday 17th of Dec.	(3)	Macro-policies II.
09.30 - 12.30		(views of researchers and practitioners about policies and strategies within wider socio-economic context) Contributors: (a) - Dr. J. Salmi, Institute of Oriëntation and Planning of Education, Rabat, Marocco - Mr. J. Klumper, Steering Group Socio-cultural activities for unemployed youth, The Netherlands

- Mr. Cheng Kai Ming, University of Hong Kong.
- Mr. B. Khadria, Tata Institute of Social Sciences, Bombay, India.

(c)
- Dr. L. Gonzales, PIIE. (Inter-disciplinary Programme for Research in Education), Santiago De Chile
- Dr. K. Lillis, Institute of Education, University of London, United Kingdom.
- Dr. R.R. Singh, University of Delhi, India

14.00 - 17.00 (4) Case-Studies I (by type of programme)

Issues, problems, value of different types of programmes with examples of each:
A - those establishing youth in self-employment
B - those preparing for wage- or self-employment
C - non-formal innovation in formal education.
D - work/life orientation programmes

Contributors:

(a)
- Dr. (ms) N. Joshi. Foundation for Constructive Development, Ahmedabad, India (A)
- Mr. D. Makwati. Boiteko, Serowe Brigade Development Trust, Serowe, Botswana. (A)

(b)
- Mr. R. van Herwijnen, Centre for Vocational Training, Arnhem, Holland (B)
- Mrs. R. Montrichard, SERVOL, Trinadad. (B)
- Mr. W. Orwa, Kenyatta University College, Kenya (B)

(c)
- Dr. K. Boakye, Centre for Development Studies, Cape Coast, Ghana (C)
- Ms. M. Morgan, Ilfracombe Comprehensive School, Devon, United Kingdom (C)
- Mr. K. Mabatla, Lesotho Foundation for Education with Production, Lesotho (C)

19.30 - 21.00 (5) The Agencies' Contributions.

(activities and views about youth training and employment strategies of different international agencies)

Contributors:
- Ms. J. Mtukwa, Commonwealth Youth Programme, Africa Centre, Lusaka, Zambia
- Mr. A. Espinoza, ILO, Geneva, Switzerland
- Mr. H. Reiff, Educational Policy and Planning Division, UNESCO, Paris, France

21.00 - 22.00 Video Programme I.

(video's or slides about different youth projects) Botswana, Trinidad,.

time		theme and contributors	
Wednesday 18th Dec.			
09.30 - 12.30	(6)	Case-Studies II. (by region)	
		Contributors:	
	(a)	- Mr. D. Amarasinghe. National Apprenticeship Board, Nawala, Sri Lanka	(A)
		- Mr. F. Hamer. Youth Training Programme, Yemen Arab Republik	
	(b)	- Mr. S. Maligi II. Opportunities Industrialisation Centre, Freetown, Sierra Leone	(B)
		- Mr. A. Fowler. Consultants for Management of Development Programmes (CDP), Nairobi, Kenya	(B)
		- Dr. H. Schoenmayer/Mr. B. Woldegabriël University of Saarland, Saarbrucken, West Germany/ Ethiopia; resident at the University of Saarland, West Germany.	(B)
	(c)	- Mr. M. Fungati. Zimbabwe Foundation for Education with Production (ZIMFEP), Harare Zimbabwe	(C)
		- Dr. S. Weeks, University of Papua-New Guinea, Papua New Guinea	(C)
		- Dr. G. Vulliamy, University of York, United Kingdom	(C)
14.00 - 17.00		Excursion Groups shall be formed to visit various programmes/ activities for unemployed youth in Arnhem and Apeldoorn.	
Evening		Video Programme II. Zimbabwe. Sierra Leone.	
Thursday 19th Dec.			
09.30 - 12.30	(7)	Case-Studies III. (by target group)	
		Contributors:	
	(a)	- Ms. H. Sherlock. Portland Health Department, Jamaica	
		- Ms. K. Peiris, SIYATH Foundation, Dehiwala, Sri Lanka.	(A)+(B)
		- Ms. S. Turksma, CDP, Utrecht, The Netherlands	
	(b)	- Mr. J. Klumper, National Steering Group Socio-Cultural activities for the unemployed	(D)
		- Dr. M. Sinclair (Canada), former assistant director, Education Programme, HRDG, Commonwealth Secretariat, London, United Kingdom	
		- Dr. H. Sünker, Faculty of Education, University of Bielefeld, West Germany	

(c) - Ms. B. Schlotmann, Duisberg, West-Germany
- Dr. Corner, TEEM, Glasgow, Scotland (D)+(C)
- Dr. H. Bayer, University of Duisburg, West Germany

14.00 - 17.00 (8) Programmes in Perspective
(comparisons of approaches and strategies for youth training and employment - policies/planning at micro-level

Contributors:

(a) - Mr. R. Kukler, Kenya National Youth Service, Nairobi, Kenya
- Mr. P. Dijkstra, Bergen, Holland
- Ms. M.A. Ducci, Cinterfor, Uruguay

(b) - Mr. K. Meyer, Institute of Applied Sociology, Nijmegen, Holland
- Ms. dr. Z. Jennings, University of the West-Indies, Jamaica
- Dr. W. Hoppers, CESO, The Hague, Holland

Friday 20th Dec.
09.30 - 12.30 (9) Methodology of Research
(different approaches to research on youth training and employment)

Contributors:
- Ms. dr. S. Singhal, J. Nehru University, New Delhi, India
- Dr. A. Datta, University of Zambia, Lusaka, Zambia
- Dr. G. Vulliamy, University of York, Heslington, United Kingdom, and Dr. S. Weeks, University of Papua New Guinea

(10) Research and Programme Development

Contributors:
- Dr. P. Daws, University of Ulster, United Kingdom
- Dr. (ms) E. Nordland, University of Oslo, Norway

(b) - Dr. O. Corvalan, CIDE, Santiago, Chile
- Ms. Wisanee Siltrakool, Ministry of Education, Bangkok, Thailand

1400 - 17.00 (11) Youth Training and Employment: Which way ahead ?
(summary of major trends and developments ; views about future needs and perspectives)

19.00 Dinner for all participants

Saturday 21st Dec.
morning Departure of (most) participants

Appendix III.

LIST OF PAPERS PRESENTED AT THE CONFERENCE ON 'YOUTH PROGRAMMES AND THE TRANSITION FROM SCHOOL TO WORK'. (In order of programme).

1. The Transition of Young People from Education to Working and Adult Life: some issues emerging from a European Community Action Programme.
   By: Mr. G. Welbers, West Germany.

2. Vocational Training of Young People in Latin America: Crisis and Opportunity.
   By: Ms. M.A. Ducci, Uruguay.

3. Policy, Planning and Youth Programmes Implementation in Zambia.
   By: Ms. M.M. Hampango, Zambia.

4. Youth Services in Malaysia.
   By: Mr. Mohd. Sa Rahim, Malaysia.

5. Youth Problems and Strategies to Ease Transition from School to Work in Tanzania.
   By: Mr. M.H. Manyanga, Tanzania.

6. Youth Training Scheme.
   By: Mr. K. Franklin, United Kingdom

7. Occupational Education from Out of School Youths; an Alternative Approach to Youth Employment in Indonesia.
   By: Mr. Moh. Adnan, Indonesia.

8. The Vocational Training Reform in Morocco: New Hope for Unemployed Youths ?
   By: Mr. J. Salmi, Morocco.

9. The Dutch Government's Policy regarding Employment and the Activities carried out for and by the Unemployed.
   By: Mr. J. Klumper, The Netherlands.

10. Where are the Trainees ? Trainers' Plans versus Student Aspirations on the Job Skill Formation and Organisation Oriented Structures.
    By: Mr. Cheng Kai Ming, Hong Kong.

11. Appreciating Economic and Psychological Signals in Planning Careers Education for Hong Kong.
    By: Mr. P. Ho-Chueng Fan, Hong Kong.

12. What can Education do to Promote Youth Employment in a Latin American Country ?
    By: Mr. L.E. Gonzales, Chile.

13. Constraints on the Implementation of Diversified Curricula: A Review of Experience in Developing Countries.
    By: Mr. K.M. Lillis, United Kingdom.

14. Theoretical Prospectives on Youth Programmes and Comparative Approaches to the Training of Youth.
    By: Mr. R.R. Singh, India.

15. Some Macroeconomic Implications of Recent Changes in Technology and National Labour Markets.
    By: Mr. B. Khadria, India.

16. The Charka Way.
By: Ms. N. Joshi, India.

17. Views on my Experiences of Boitheko in Serowe, Botswana.
By: Mr. D. Makwati, Botswana.

18. Vocational Orientation and Training Centre, a Flexible and Individual Instrument between School and Work.
By: Mr. R. van Herwijnen, The Netherlands.

19. Beyond Skill Training.
By: Mr. R. Montrichard, Trinidad W.I.

20. Non-Formal Innovation in Formal Education: Evaluation of the Continuation School Programme in Ghana.
By: Mr. J.K.A. Boakye, Ghana.

21. An Alternative Course to the Traditional Sixth Form; in a British Comprehensive.
By: Ms. M. Morgan, United Kingdom.

22. Focus on Out of School Youth Programmes in Lesotho.
By: Mr. K. Mabatla, Lesotho.

23. Training of Youth Workers and Funding of Youth Projects in Commonwealth Africa.
By: Ms. J.Z. Mtukwa, Zambia.

24. Youth; Education and Work in Developing Countries from Specific Knowledge to Global Action in a Future Perspective.
By: Mr. H. Reiff, France.

25. Village Level Apprenticeship Training in Sri Lanka.
By: Mr. D. Amarasinghe, Sri Lanka.

26. Non-Formal Education and the Labour Market in Rada; Yemen Arab Republic.
By: Mr. F. Hamer, Yemen.

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